CHAPTER - 2

CONCEPT OF ADULT EDUCATION: CHANGING PERSPECTIVES

Adult Education, from the UNESCO perspective, is now seen as an integral part of life-long education, as a part of the global pattern including education for the young whether formal or informal and enabling all persons to learn anew at all stages of life.\(^1\) There is no longer the argument as to whether literacy is a kind of activity or whether Adult Education is or is not mainly about making up for what people missed by not going to school, it is accepted that every person, whether he went to school or not needs yet new knowledge and new skills. The person who did not go to school needs the skill of literacy but it has to be built on and with other skills as well.

2.1 Adult Education, in Foreign Countries

The concept of Adult Education in the developed countries varies from that of the developing countries. Generally Adult Education is conceived only as the literacy programmes in the developing countries. In the USA, the current goal of American Adult Education programme broadens the range of offerings or of instructional sequences for the adults in order to provide something that will be of interest and of service to nearly everyone and to find out the most effective ways of presenting materials and of helping the adults to learn. The slogan "Life-long learning " has been popularized by the University of California. Extension division is coming to have not only nationwide but also global significance.\(^2\)

\(^1\) LalageBown, Towards consensus in Adult Education - Theory and practice. The UNESCO fourth international conference on Adult Education.
The aim of Adult Education in the USSR is to help the adults to consolidate new socialist ideology in all the spheres of cultural life of the society and to prepare highly trained personnel as well as to create a socialist culture. In China, the objective is "raising the political, educational and technical level of masses of workers and the staff members ". Literacy and political education is the real goal of all the Adult Education programmes. It also aims at preparing a communist man of Mao's dreams. The Chinese Communist Movement was based on the support of peasants and workers. So, great efforts were made by the Chinese Government to make "every-worker an educated, cultured communist citizen and an intellectual worker".\(^3\)

Burma, Thailand and Indonesia, the developing countries have defined literacy programmes as follows.\(^4\)

In Burma, during the days of Burmese kings, the word 'literacy' and 'education' were synonymous. The line of demarcation between literacy and education was very thin. A literate person was one who could read the Buddhist scriptures and write poems or versions and other literature. But, later in census years literate person was defined as a person who could read and write simple colloquial Burmese. According to the Burma's Central Literacy Committee, literacy is an ability to read a daily newspaper, to write simple messages and to do elementary calculation for the daily life.

\(^3\) ibid., p. 2.
\(^4\) ibid., pp. 2-3.
The National Statistical Office in Thailand, while conducting the census surveys in the past, defined literacy as an ability to read and write in any language, not just the national language at a level higher than or equivalent to Grade II in the school system. More emphasis is placed on the use of written language in real life situations such as reading newspaper headlines, simple instructions, names of people and places and filling up of simple forms and writing letters.

The literacy campaign in Indonesia attempts to teach literacy and numeracy skills in the Roman script and in the National language as a means to develop cognitive and practical skills to improve one's standard of living. The goal is to teach literacy skills, improve basic information and induce development attitudes.

2.2 Adult Education in India

Although the term Adult Education was not in formal usage, Adult Education has existed in India from very ancient days, from the time when the art of writing was not known. In India, perhaps as in no other countries, literacy was considered to be of very little importance as against real education. How ancient literature, philosophy, religion, art and other sciences had developed so highly long before the art of writing came too be known and how all these branches of learning were handed down from one generation to another, is still a marvel, especially to the western people. Even today there are to be found numerous religious mendicants who can not read nor write, but who can expound, some of the deepest philosophies Q>fthe Hindu religion.
In fine arts too, there are people who can carve on marble stones and or wood, make artistic objects without having learnt even the rudiments of drawing or geometry. Illiterate peasants show wonderful knowledge of their religion, folklore, and epics. Moreover professional men called 'Kathakas' gave instruction in religious, civic and social branches. Through these men then the folklore, legends, ballads, epics, ethical texts and devotional hymns of high merit and beauty through several generations have been handed down from father to son, from mother to daughter from minstrels bands, 'kirtan' singers to the millions of illiterates without the aid of reading and writing. Indian drama too has a very brilliant record of high literacy achievement. The people of Bengal especially have a particular taste for acting. Some of the best dramas have not yet been translated into European languages and therefore have not come to the notice of the western public. In Bengal the dramas of Bankim Chandra Chatterji and of Rabindranath Tagore revolutionized the love of Indian stage.

The weekly or bi-weekly market is yet another very ancient institution in India. These markets are held in villages of a certain size and importance. They are not only centres where people come to sell their produce and buy their requirements but also they are centres for meeting friends from other villages and for providing recreational facilities.\(^5\)

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2.2.1 British Period

The religious institutions did not flourish under the patronage of the state with the emergence of a new pattern of education in the British Raj. Adult Education slowly became geared to economic activity and a state policy.

The earliest definite figures in respect of literacy in India are available in the report of William Adams. On the basis of specific survey in some urban and rural areas of Bengal and Bihar, Adam came to the conclusion that literacy in India in 1836-37 was about six per cent. The last 25 years of the regime of the East India Company was the period of crystallization of the aims of British educational policy in India. The British intended to completely disregard the indigenous educational system and to impart to the native population a knowledge of English literature and science through the medium of English language.

The English rulers had little concern for the education of adults. The emergence of night schools in England in the wake of Industrial Revolution, however, had an impact in India. In every British Indian province some financial provision was made for giving grant to night schools and when the Indian Education Commission (1882-83) wrote its report, it found in Bombay 134 night schools were attended by 3919 adults in addition to 223 night classes attended by 4962 adults in the Southern Division of the Presidency. There were over 1000 night schools in Bengal and 291 in Madras. The commission recognized that these schools had chances of success where the adults needed further education for their economic betterment and so, it strongly recommended for the extension of this programme to all provinces.
The most significant adult literacy programme was launched in Mysore by Visveswarayya, Diwan of the State. Nearly six to seven thousand literacy classes sprang up. For the popularization of scientific knowledge the Government started a magazine "Vigyan" and a system of continuing education was organised. The most significant feature of the Adult Education programme during the period was the emergence of jail schools. The idea of jail schools was initiated by Walker who gave instruction to the 2000 prisoners of Agra jail in the year 1851. The programme became quite popular and successful in Lucknow and Sultanpur jails. The movement spread fast to other provinces. In Bombay there were 21 schools in jails with an enrollment of 1257 prison pupils in 1877-78. This number went up to 29 schools and 1,126 pupils in 1884-85.6

During the satyagraha struggle in South Africa there were fifty boys studying under Mahatma Gandhi's supervision at Phoenix School.7

In a letter to Sonjasehlesim Gandhi wrote,"I quite agree with you that, if we are to do anything our womenfolk should have the same facilities that men have for education etc. And you will be interested to know that at the Ashram here we have over 40 women of all ages excluding little girls. They have special class everyday and in my opinion they are making very wonderful progress. The utmost freedom is enjoyed by them at the Ashram."8

6Ibid., pp. 15-16.
8CWMG. Vol. 34. p.342.
When the signature campaign against Montagu and Chemsford took place in August 1917 Gandhiji stressed that literacy was essential for achieving Swaraj. He said, "It is desirable that millions of men and women should sign the petition against Montagu with the fullest understanding of what it means. That such a largely signed petition will naturally have its due weight with Montagu is its natural result."

The entry of Mahatma Gandhi in the national movement in the 1920s gave a new fillip to the Adult Education movement. Gandhi with his unique technique of combining political activity with constructive work, directed the nation's creative energy towards the goal of rebuilding India. The switch over from political activity to constructive activity made the people pay increasing attention to the problems of Adult Education.

As stated by Rama Brahman, though Gandhi may not be accepted as an educationist as we understand the word today his views are worth a reference here. "According to Gandhiji "education does not mean a knowledge of letters, that is ability to read and write, as it is ordinarily understood to be", "Literacy, according to him, only one of the means, a sort of an instrument, for acquiring education." Further he noted that "education, that helps to build up sound character and promotes self-development, is true education. By education he meant,"an all round drawing out of the best in child and man-body, mind and spirit."
"Basic education " is yet another expression of Indian origin aimed at reforming the book-centered education. The main features of this system include (1) Instruction through the mother-tongue (2) Inter-relating the education with social and physical environment of the students (3) Development of creative aptitude of the learner through useful craft or manual work (in other words imparting of such knowledge as can be correlated to some basic crafts) and (4) Treating the school as a productive unit.\textsuperscript{14}.

The views of Gandhi on Adult Education are very much relevant even today. In one of his articles he wrote, "My Adult Education means true political education of the adult by word of mouth... side by side with the education by the mouth will be the literary education".\textsuperscript{15} Thus the views of Gandhi mentioned above reveal his perception of the role of education, the new concept of basic education as well as his idea on Adult Education. No doubt these ideas have to some extent, influenced our national leaders and policies.

2.2.2 The First Period (1920-27): The \textit{Beginning}

(i) The growth of political consciousness: Certain new political parties had come up. The discussions on franchise and other controversial matters helped to awaken consciousness and made the people realize the need for education

(ii) Indian soldiers returned home from war: An Ordinary soldier was convinced that even a little education made them better soldiers at the front. Now, they wanted to have such facility for education.

(iii) The cooperative movement: It was another important factor leading to the spread of Adult Education. The purpose of the cooperative movement was to give training to the villagers and to increase their financial status by financial help. Literacy classes were started to help the movement.

(iv) Individual leaders like Rabindranath Tagore also did a lot to spread Adult Education. He trained a number of young men who worked with a missionary spirit to spread the message of Adult Education.

Due to these reasons, different governments took a number of steps to spread Adult Education. In 1922, the Punjab Government for the first time inaugurated adult literacy campaign in collaboration with the cooperative department. By the end of 1922, there were 630 Adult Education centres with 17,776 adults. During the course of five years, the scheme became popular and the number of centres increased to 3,784 with 98,414 adults on the rolls. In Bengal, the movement was the concern of the co-operative department and was financed by the cooperative societies. Madras University arranged extension lectures. Bombay tackled the problem through Adult Education Committees.16

2.2.3 The Second Period (1927 -1937)- First Decline

Due to economic depression this was a period of decline in the Adult Education drive. Most of the Adult Education centres were closed.

In Punjab, teachers under training in normal schools were required to take keen interest in Adult Education. Some libraries for adults were established. In spite of all these, the enrollment fell to 5,000 students only.\textsuperscript{17}

2.2.4 The third Period 1937 - 1942 - Fresh Impetus

This was a period of progress. For the first time in the history of India, Adult Education was accepted as a definite responsibility of the Government. Mass literacy campaigns were launched in many provinces like Assam, Bengal, Orissa etc. In Bihar, Syed Hussain, the then Minister for Education, went about from place to place with a piece of chalk and blackboard to teach the illiterates. Rajaji wrote text books for the adults in Tamil. In Punjab, the movement received a fresh impetus due to the visit of Laubach, who gave a new slogan "each one, teach one". In 1938-39, there were 146 centres with 5201 adults on the rolls. From 5.3 per cent in 1931 literacy figures rose to 12.9 per cent in 1941. The scheme was also included in the post-war development programme of educational reconstruction drafted by John Sargent. To chalk out the definite objectives and content of Adult Education, a committee was appointed by the Central Advisory Board of Education (CABE).\textsuperscript{18}

\textsuperscript{17} Ibid., p.204.
\textsuperscript{18} Ibid., pp. 204-205.
2.2.5  The Fourth Period (1942 - 47) - Second Slump Decline

This period again was a period of decline for Adult Education. The country was hard pressed due to war and the Quit India Movement and communal tensions were aggravating factors. The number of adults visiting the education centres fell down in all the states.\(^{19}\)

2.2.6. 1947 Onwards

The country’s Independence gave fillip to the scheme. Under the direction of the Government of India, Adult Education was reorganized. In 1948, the Central Advisory Board of Education appointed a committee to chalk out a common programme of social education for the country and to form a new concept of Adult Education. Maulana Azad, the first Union Minister for Education, formulated a new concept of Adult Education as social education. The Ministry of Education also defined the aims of social education and the states were asked to submit their plans. Then the Central Government gave grants worth of Rs.60 lakhs.\(^{20}\)

In 1949, an International Seminar of South-East Asian Countries was held at Mysore on the subject "Adult Education for Community Action".\(^{21}\) This seminar outlined a programme of action for a social education movement in India. As a result, a number of experiments were tried.

* In Delhi, an Adult Education caravan was formed, which went from village to village.

X In Madhya Pradesh, summer camps were organized with the help of teachers and students.

* In Bombay, Regional Committees were established.

* The Central Government gave substantial aid to the State governments for starting Janata Colleges.

Ibid., p.205.
During the First Five-year Plan (1952-56), a new concept of social education was evolved. The Ministry of Education began to coordinate, guide and give financial aid to the States.

During the Second Five-Year Plan (1956-61), the government of India took over the responsibility of training social education organizers, producing material for social education, conducting research and providing information to States and coordinating the social education work in different states.

During the Third Five-Year Plan (1961-66), new schemes and projects were taken up. Community centres, Janata Colleges, Gram Raksha Dais, Farmers' Clubs etc. were started in rural areas. Stress was also laid on the training of social education workers, the organisation of seminars, production of literature for neo-literates, public libraries for adults etc.

In the Fourth Five-Year Plan (1969-74), the main programme to be developed was that of functional literacy among farmers, which was to be integrated with plans of increased agricultural production. Centrally sponsored schemes included the following:

- Assistance to voluntary organizations
- Production of literature for neo-literates
- Farmers' education and functional literacy
- Social Education Workers' Institute.

Ibid., Ibid., Ibid., Ibid., pp. 205-206.  
Ibid., p. 206.
The educational planners of India showed an indifferent attitude towards Adult Education in the Fifth Five-Year Plan (1974-79) also. Only Rs. 10 crores was proposed in the original Plan. No specific programme was listed for implementation. The term "Adult Education" or "Social Education" was replaced by "Adult Literacy" in the Plan document. Thus the broad and comprehensive terms were narrowed down to the teaching of 3 R's to the adults. The Plan suggested that programmes may be organized most effectively in connection with such developmental programmes as agricultural improvement, employment schemes in the rural and urban sectors etc.26

A very high priority was given to Adult Education in the Sixth Plan (1980-85) proposals. The total allocation proposal was Rs. 200 crores.27 Different employer groups and project authorities might fully finance their Adult Education programme. The plan outlays for agriculture and rural development included provisions for the Farmers' Functional Literacy Programme.

The Plan included various proposals.28

The following existing programmes of Adult Education would be continued improved and expanded, if necessary;

X Farmers' Functional Literacy Project
x The Shramik Vidyapeeths and Adult Education Centres.
•x Adult Education Departments in Universities.
•x The Nehru Yuva Kendras.
x National Service Scheme.
•x Assistance to Voluntary Organisations.

Ibid., pp. 206-207.
It was proposed that 650 lakh adults would be educated during the Plan period. The main target group of the programme would be the most exploited and weak and generally those below the poverty line too. Special emphasis had to be laid on those in the age group of 15-35. The main objective of the programme was to increase the awareness of illiterate people about themselves and about the social reality around them. It would also include citizenship training, health education, family planning, vocational skills, developing science and technology in day-to-day life, physical education and cultural activities.

Efforts would be made for stimulating the motivation of adults by adopting dynamic methods of learning through doing and living and organisation of a mass movement. In developing the programmes, full utilisation would be made of voluntary agencies, young persons interested in social service, institutions and organizations interested in Adult Education, workers' organizations, retired teachers, working teachers and students. This clearly showed the Government's concern for the education of the millions who could constitute a constructive force for development. Since a National Board of Adult Education was established at the Centre to guide the programme suitable agencies were to be set up at the State, district, block and local community levels.

2.2.7 The Education Commission and Adult Education

Adult Education found a rightful place in the Report of the Education Commission. The Commission accepted the new concept of life-long education. It stated "Education does not end with schooling but it is a life-long process. The adult today has need of

Ibid., p. 207,
an understanding of the rapidly changing world and the growing complexities of society. Even those who have had the most sophisticated education must continue to learn; the alternative is obsolescence".  

The Commission, while dilating upon the importance and need for Adult Education rightly declared "One of the major planks in the strategy of a society which is determined to achieve economic development, social transformation and effective social security should be to educate its citizens to participate in its developmental programme willingly, intelligently and effectively". Adults in India need to be educated to make democracy successful, ensure economic progress and prosperity, check population growth, prepare intelligent citizens of sound character, inculcate sense of discipline and ability to participate effectively in security measures, widen the intellectual horizon so as to fight the evils of regionalism and communalism, sharpen the aesthetic sensibility of adults so as to fight dirt, illness and disease, set the cultural tone of the community so as to be able to resolve quarrels and strifes by mutual discussion, to usher in an era of peace and harmony all round and enable adults to use their leisure profitably.

In the opinion of the commission, an effective programme of Adult Education in the Indian context should envisage,

i. Liquidation of illiteracy;

ii. Continuing education;

iii. Correspondence courses;

iv. Libraries;

v. Role of universities in Adult Education and organisation and administration of Adult Education.
The commission opined that with well-planned efforts, it should be possible to raise the national percentage of literacy to 60 per cent by 1971 and to 80 per cent in 1976.\(^{32}\)

2o2.8 National Adult Education Programme

A National Adult Education Programme, was launched on 2\(^{nd}\) October, 1978 to cover 65 million illiterate persons in the age group of 15-35. About 7,04,000 Adult Education centres were set up throughout the country.\(^{33}\)

It was aimed that by 1982-84, the capability to organise Adult Education programmes for 35 million persons would be strengthened. At that stage the aim would be to strive for a learned society in which life-long education is the cherished goal.\(^{34}\)

It was proposed that Adult Education while emphasising acquisition of literacy skills should also be relevant to the environment and learners' needs; flexible regarding duration, time, location, instructional arrangement etc; diversified in regard to curriculum, teaching and learning materials and methods; and systematic in all aspects of organisation.

It was suggested that the range of the types of programmes which could be organised were.

* Literacy with assured follow-up.
* Conventional functional literacy.
¥ Functional literacy supportive of a dominant development programme.
* Literacy with learning curr action groups.

\(^{32}\)Ibid., pp.207-203.
\(^{33}\)Uaid., P- 209.
\(^{34}\)Ibid.-
* Literacy for conscientisation and formation of organisations of the poor.\(^{35}\)

The programme had three major elements viz., literacy, functionality and awareness. Literacy comprises reading, writing, literacy and numeracy. Functional component consists of imparting necessary skills to adults in order to enable them to become more productive. The component of awareness is to create consciousness among adults about their socio-economic status, policies and programmes of the government, so that they can derive optimum benefit from these programmes.

The programme would be implemented by the following main agencies.

* State Government Departments of Education/Adult Education
* Voluntary Organisations
* Universities and Colleges and
* Nehru Yuva Kendras

2.2.9 The Sixth Five-Year Plan and the New 20-Point Programme

During the Sixth Five-Year Plan the Adult Education programme formed a part of the Minimum Needs Programme. A total provision of Rs. 1,280 million was made for Adult Education during this plan, out of which Rs.600 million was in the Central plan and Rs.680 million in the State plan.\(^{37}\)

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\(^{35}\) Ibid.


\(^{37}\) Ibid.
Although no target was fixed for the plan period, the Plan document envisaged complete removal of adult illiteracy in the age group of 15-35 by 1990. With the inclusion of the Adult Education programme under the new 20-point Programme greater emphasis was laid on the completion of targets by mobilizing all resources. The 16th point of the new 20-Point Programme envisaged larger involvement of students and voluntary agencies in the programmes of removal of adult illiteracy. These were to be further strengthened in cooperation with development departments and employment agencies.

The Universities Grants Commission also decided to actively involve the universities and colleges all over the country in the Adult Education programme, with special emphasis on women, Scheduled Castes, Scheduled Tribes, and people from rural and backward areas and also the physically handicapped. It earmarked about Rs.135 million for this programme. The universities and colleges were provided 100 per cent financial assistance up to 1990 to enable them to undertake long-term planning and to formulate their action plans. The Adult Education programme through the universities and colleges was to be implemented in two phases. The first phase covered the period ending March 31, 1985 and the second phase covered the period ending March 31, 1990. In the first phase, all the affiliating type of universities and about 1,500 colleges were involved to organise 15,000 to 20,000 centres. In the second phase, the number of centres rose to about 50,000 by involving all the universities and colleges in the country.

The voluntary agencies were also encouraged to take up projects especially in the areas where the population of scheduled castes and scheduled tribes was concentrated and other agencies did not reach 39.

2.2.10 The Seventh Five-Year Plan

Eradication of adult illiteracy and the development of a programme of Continuing Adult Education was the major thrust area in the Seventh Five-Year Plan (1985-90). The task of covering all the illiterates in the age group of 15-35 years by 1990 was a formidable one. As motivation of the learners was crucial for success and as the number to be covered was about 90 million, the strategy to achieve the goal was only through a mass movement involving social institutions, voluntary organisations, students, teachers, employers and the community.

The programme was linked effectively with various development programmes especially the Integrated Rural Development Programme (IRDP). Active participation of village panchayats, mahila mandals, (women's clubs) community centres, etc was essential.

Employers were required to impart necessary functional education to all their illiterate employees. The programmes of Nehru Yuva Kendra (NYK) and the National Service Scheme (NSS) also focussed on eradication of Programmes for motivating the learners by holding community meetings and through publicity, through posters, films, broadcasting, etc., were implemented on an adequate scale and with sufficient intensity to create a conducive climate. A


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network of libraries and the development of literature for neo-literates were also initiated as a follow-up programme to prevent lapsing into illiteracy. Community participation in all literacy programmes was an essential feature from village level upward to give proper direction and orientation and lend effective support to this national programme.

Another aspect of education of adults relates to training in functional skills relevant to their respective economic activities. Programmes for this purpose were strengthened and adequate resource support was provided for organising technical and vocational skill based courses for the benefit of adult learners through Shramik Vidyapeeths and other similar institutions. As a part of the post-literacy and follow-up service, short duration condensed training courses were organised for upgrading the skills of the neo-literates and for increasing their awareness of various social events. The Programmes on Rural Functional Literacy and State Adult Education programme and various training programmes for adult learners were consolidated in the mass movement programmes on Adult Education. Citizenship education including Adult Education was made a part of the educational system.

2.2.11. The National Perspective

The experiences in the field of Adult Education in India, as in several other countries, showed that the absence of a learning climate, the efforts made in literacy programmes, the efforts made in literacy results. In the course of the National Policy, it became clear that post-literacy, follow-up and there was an urgent need
to create structures and facilities for this purpose. With a view to ensure that the Adult Education programmes should be fruitful, Government decided in 1986 to start the National Literacy Mission (NLM). In order to achieve the goals of the mission, different programmes like Mass Programme of Functional Literacy, Area Development Approach, Jana Shikshan Nilayam etc., were organised to remove illiteracy from the country.\footnote{Ibid., p.27}

(a) National Policy on Education, 1986

National Policy on Education, 1986 laid an emphasis on the importance of Adult Education and continuing upgradation of skills with a view to produce manpower resources of the kind and number required by the society. The national policy required systematic programmes of Adult Education linked with national goals, for e.g., alleviation of poverty, national integration, environmental conservation, observation of small family norm and promotion of women’s equality. In this context, it was stressed that the whole nation was expected to pledge itself to the eradication of illiteracy, particularly in the age group of 15-35. Concerted efforts would be needed by the universities and colleges in this direction to improve upon pedagogical aspects of adult literacy within the existing programme of eradication of illiteracy, continuing education, follow-up activities, population education, extension work covering all community programmes and the developmental programmes.\footnote{University Grants Commission, \textit{New Guidelines on Adult and Continuing Education and Extension Programmes in Universities and Colleges}, New Delhi, 1988.}
A vast programme of adult and continuing education was scheduled to be implemented through various ways and channels including establishment of centres in rural areas for continuing education, Workers' education through the employers and trade unions, programmes of distance learning, organising assistance to self-learning, organising need and interest based vocational training programmes and Organising J.S.Ns in the villages populated up to 5000.

A programme of action to operationalise the National Policy of Education, 1986 envisages Mass Programme of Functional Literacy (MPFL). It involves youth, teachers, students, workers, universities, colleges, schools, trade unions, Panchayati Raj agencies, voluntary agencies and other representative organisations of people and individuals.

The Mass Programme is needed,
- To make literacy a people's mission
- To harness all agencies for the mission
- To pose mass literacy programme as a challenge for the youth
- To lay stress on women's participation

(b) National Literacy Mission

Literacy is an indispensable component of human resource development. Promotion of literacy has been identified as one of the important missions of the nation, with a view to utilising technology and scientific research for the solution of some basic problems which have been defying solution so far. The NLM was envisaged as societal mission for mobilising active participation of the common
people. It was expected that, with the intervention of the National Literacy Mission and the implementation of universal elementary education, the number of illiterates in the age group of 15 to 35 would be progressively reduced. It was hoped that 30 billion people would become literates by the end of 1990, and another million would become literates by 1995.

In the overall scheme of NLM, a very important task has been assigned to the universities and colleges. In the year 1988-99, 25,000 Adult Education centres were expected to be set up to cover five lakhs of persons and in the year 1989-90, 30,000 centres to cover 6 lakhs of persons. Likewise, it envisaged participation of non-NSS student volunteers in the Mass Programme of Functional Literacy. The Universities/colleges could make significant contribution to climate building, use of communication, training, development of learning resources, setting up of Adult Education centres and JSNs (Jana Shikshan Nilayams), research in rapid literacy methods, evaluation etc.45

(c) Area Development Approach

The UGC (in pursuance to the National Policy on Education, 1986) having taken note of expansion of the programme of Adult Literacy centres, decided that universities and colleges should adopt an Area Development Approach for their integrated community development activities including Adult Education under the third dimension. It also decided to rationalise the number of Adult Education centres being run by them so as to consolidate and concentrate their activities in a specific area for obtaining better results and greater utilisation of resources.46
The acceptance of the Area Development Approach was based on the realization that institutional resources need to be pulled together in an integrated manner as a part of development intervention. It has often been observed that in any given area, people articulate needs such as access to development, information, upgradation of skills, education of children, health care, eradication of illiteracy, utilisation of laws and legal processes for development, assimilation of science and technology for the problems of the poor etc. The institutional involvement is likely to generate great impact if educational interventions in the wide range of demands can be planned with the help of students and teachers.

The Area Development Approach envisages inter-linkages of the existing programmes of removal of illiteracy, continuing education etc., with other development activities as an extension programme in the community for achieving critical development goals and to set up demonstration units in areas adopted by the universities and colleges. The critical development that would broadly include:

* Eradication of illiteracy including the mass programme of functional literacy and post-literacy programmes.
* Continuing education programmes viz. development of basic learning skills and professional know-how.
* Science for people including transfer of science and technology.47

The UGC would give financial assistance to the colleges and universities, which are engaged in the Area Development Approach programme.

1bid., pp.5-6.
(d) Jana Shikshan Nilayam

As provided in the NLM document, the Government decided in February 1988 to establish Jana Shikshan Nilayams\(^48\) (JSNs) all over the country in a phased manner. The intention behind establishing them is to institutionalise post-literacy and continuing education. While doing so, an effort has been made to utilise the experiences of several similar attempts made in the past by the various departments of Central and State governments, non-government agencies and people themselves.

JSN includes programmes which were being organised as a part of farmers’ training programmes, rural radio forum and charcha mandals, (debate centres) youth clubs, mahila mandals, mobile and village library system, rural reading rooms etc.

Determined efforts were being made to steer the developmental process towards extending it to the weaker sections of the society.

The basic objective in the planning of post-literacy and continuing education programmes is to ensure retention of literacy skills, provision of facilities to enable the learners to continue their learning beyond elementary literacy and to create scope for application of their learning for improvement of their living conditions.

(e) National Technology Mission

Technology Mission was a new concept in the development of drinking water, immunization, literacy, telecommunication, oil seeds and dairying.

The National Literacy Mission Authority has laid suitable emphasis on Technology Demonstration with a view to toning up the atmosphere of the Adult Education centres. The exercise would include better lighting arrangements, simple and attractive learning materials and improvement in other learning technologies. The authority proposed to utilise solar energy for better light in the Adult Education centres. The authority has identified 40 districts on the basis of two parameters viz., well endowed and less endowed. The authority proposed on enhance motivation of the learners by providing for audio-visual materials including films and slides, literacy in technology education materials, magazines and newspapers.49

2.2.12 Kottayam Experience! 1989)

The condition of education in India was so pathetic that according to the 1981 census, the literacy rate in India was only 36.17 percent; that of Kerala was 63.8 percent and that of Kottayam district was 81 percent.50 Although the percentage of literacy has improved due to the thrust on universalisation of primary education and continuous implementation of Adult Education programme, the number of illiterates has alarmingly increased. In view of gaining of literacy, such as social awareness among the people, decline in infant mortality rate, greater acceptance of small family norm, the National Service Scheme (NSS) of Mahatma Gandhi University, Kottayam and Kottayam Municipality started a joint venture to make Kottayam the first fully

Ibid., p.33
Xavier Sebastian, A study of the extent of correlation of Attitude and Achievement of Neo-Literates In cent percent literacy compaign in Kottayam Town in Indian Journal of Adult Education. Voi. 52, No:1 and 2, January-March and April-June, 1991, p.94.
literate town in India. The programme was known as the People's Education and Literacy Campaign Kottayam (PELCK). It was a two-in-one programme. Its first component was a 100-day literacy campaign and the second component was a 15-month long people's education campaign.\textsuperscript{51}

According to the proposal of N.S.S. of Mahatma Gandhi University the Ministry of Human Resource Development sanctioned 32 National Service Volunteers (NSVs) to work on full-time basis in the 32 Municipal wards of Kottayam. A literacy survey revealed that 2209 people of Kottayam were illiterates. For the proper implementation of the campaign, volunteer squads of various categories were formed in each of the 32 wards. This was done to ensure people's participation in this endeavour. The method of instruction used in the campaign was 'Each one teach one'\textsuperscript{52}.

2.2.13 Total Literacy Campaign

The National Development Council had endorsed the direction paper presented by the Planning Commission which views the National Literacy Mission as an important part of the strategy for the proper Government's programme for achievement of goals of human development, including family planning and universalisation of primary education.

In co-ordination with the National Literacy Mission, several State Governments have launched the Total Literacy Campaign in the selected districts. There is a strong emphasis in the Total Literacy Campaign on the preparation of a systematic plan for mass mobilization and creation of a proper structure of management on a

\textit{Ibid., p.95}
voluntary basis at the instructor and supervisor level, with a strong support system through engagement of full time staff at the district, block and panchayat levels. Besides the elected representatives, the task of provision of leadership falls on the chief executives of the Zilla Parishad and the District Collectors, the latter generally functioning as Chairman of the District Literacy Societies. With the introduction of Total Literacy Campaign in the year 1989-90 and the initial success of Total Literacy Campaign in some districts in promoting literacy, the campaign's approach to literacy has been pursued at the district level as the most effective means of tackling the problem of illiteracy in India. Over 400 districts implemented Total Literacy Campaign in the year of 1996.

2.2.14 Eighth Five Year Plan [1992-97]

The Eighth Plan has given emphasis to education for adults through the Total Literacy Campaign, Universalisation of Primary Education (UPE) and Post Literacy Campaign linking various development agencies like TRYSEM, DWACRA, IRDP etc. The NPE programme of action envisaged that the Adult Education programme would cover 4 crores of illiterates by 1990 and other 6 crores by 1995. With the launching of the National Literacy Mission (NLM) in 1988, the targets were formulated and strategies were designed. Accordingly 3 crore illiterates were expected to be covered by 1990 and 5 crores by 1995. The post-literacy programmes were modified on the basis of the strategies being followed under the TLC, according to the needs and conditions of the prevailing situation.


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The total outlay for the major heads of education was Rs16,813.85 crores, of which central's outlay was Rs.6619 crores, state's outlay was Rs.9607.19 and the outlay for union territories was Rs.587.16 crores.

2.2.15 Post Literacy Campaigns

A three-phased Total Literacy Campaign strategy was planned and implemented. Subsequently changes were made. When the Total Literacy programme was over, the post-literacy campaign programme was started. Now, in Tamil Nadu out of 29 districts, 9 districts have completed the Total Literacy Campaigns and stalled Post Literacy Campaign to assure follow-up activities and continuing education.

2.2.16 Ninth Five Year Plan [1997-2002]

In the ninth plan, every university should establish a department/centre of Adult, Continuing Education and Extension (ACEE). The Adult Education, Continuing Education and outreach activities should become an integral part of all Departments and constituents of the university through the optimal involvement of teachers and students. The department/centre of ACE&E needs to serve as a "Focal Agency". It should initiate and facilitate extension programmes in the academic departments. Extension Work in these departments should be a part of the curriculum of students and should be part of the workload of faculty also. Extension as the third dimension of higher education should be integral to academic work in its fullest sense, to strengthen the academic base of students. Thus, practice and theory would be mutually reinforcing.

University Grants Commission, Guidelines for Department/Centre for Adult continuing Education
Extension work and field outreach. New Delhi, 1997, pp.3-4
The National Literacy Mission (NLM) of the Government of India which spearheads the literacy campaign in over 300 districts in cooperation with district administration and district panchayats has now entered its second phase of post-literacy and continuing education. The Jana Shikshan Nilayams (JSNs) are now being transferred into Continuing Education centres at the village or Mahila (Women) levels. The Ninth Plan thrust of the NLM is post-literacy and continuing education.

2.3. Evaluation of Adult Education Programmes

To evaluate means to find or discover the value of an object, person or phenomenon. Two contrasting orientations can be adopted in evaluation: Search and Research orientation. Search involves an attempt at discovering the intrinsic values of the subject; this is a learner's approach as it attempts to find out what the subject contains or represents. Research uses a judgement approach where an expert attempts to test the various dimensions of the subject on some criteria developed a priori. Both these approaches can be considered as the ends of a continuum and most evaluation studies fall closer to one end or the other.

The research approach to evaluation may take several forms. Bhola (1979) has summarised several evaluation models that use such an approach. All the methods in which experts are involved in evaluating programmes either against certain criteria or against goals for which the programmes were designed fall in this category. Such evaluations use methods to find out the differences between actual performance and either the intended performance or a

I bid., pp.100-101.
standard performance for which some criteria are used. Statistical and other sophisticated methods are used to measure these discrepancies. Sophisticated methodologies are being evolved to understand the nature of programmes, evaluate them and make suggestions for their improvement. Bhola mentions the model developed by Provus, called 'Discrepancy between expectation and performance of a programme. Evaluation is to be conducted by a team of evaluators who agree on expected standards. Information is collected to find out how much discrepancy exists in five areas: the design of programme, its installation, the process used to implement it, its product and its cost. The discrepancy model claims to provide continuous feedback and claims to have close relationship between evaluation and the decisions made by people in the programme.

Bhola also mentions the model by Scriven. Scriven makes an interesting distinction between formative and summative evaluation. Summative evaluation is for those who would use the results of evaluation. Scriven also has proposed 'goal-free' evaluation, that may not necessarily be done against the goals of a programme.

When the goals of the programme are taken into consideration then we look at the intended effects. Scriven suggests that instead of evaluating a programme in terms of intended effects, it may be evaluated in terms of its actual effect, whether they are intended or not.

Scriven's model suggests the possibility of evaluating the programme as an experience. Certainly a programme has some goals but the suggestion that the programme may be studied as it actually operates and the effects it produces, considers the programme in its own right. The purpose of evaluation of a programme, then, is to learn about it. Scriven's suggestion of
Formative is quite interesting. Formative evaluation is primarily meant for the implementors. Scriven recommends a holistic approach to evaluation. Formative evaluation is intended to evaluate the process involved in forming the programme -organizational strategies, curriculum development, instructional material motivational technique etc.

Rippey (1973) has suggested a method called "Transactional Evaluation". Transactional evaluation studies the change mechanisms themselves, it examines their roles, the systems in which they work and other aspects. Bhola has quoted Rippey to show the difference between transactional evaluation and formative evaluation.

"A comparison of traditional summative and formative evaluation shows that the target of evaluation is different; the subject of evaluation is the system, not the client or the services rendered by the system. The variables relate to the social, psychological and communication aspects of the system rather that the manifest objectives. The information is continuously fed back into the system. The evaluation himself is more a part of the operating system. The conventional consideration of reliability, validity and objectivity are less important than those of timeliness, relevance and the observable effects of generating evaluation information. Primarily, evaluation is intended to transform the conflict energy of change into productive activity; to clarify the roles of those persons involved in the programme changes not to produce new knowledge or ascribe casuality".

Ibid., p.101.
Ibid., pp. 101-102
Parlette and Hamilton (1972) have suggested an approach, which comes very close to the learning approach. In fact they call it evaluation and illumination. According to them when a change is introduced cannot be separated from the environment. This is an approach rather than a method of evaluation. Such evaluation takes place in three stages-observation of the environment, selection of a theme for intensive study and analysis and explanation.

Pareek and Rao (1981) described a "process search" approach to evaluation. In this approach the main role of the evaluator is that of a learner. Evaluation is to be used as feedback by those who are involved in the programme. The focus of evaluation is to help both the evaluator and those involved in managing and conducting the programme. The following dimensions are used as criteria in evaluating the social programmes undertaken by voluntary agencies:

* Concern for the under-privileged,
* Concern for education-increasing insights of people through a conscious efforts,
* Partnership of the client,
* Self-sustaining character of the programme,
* Linkage with other aspects of life and developmental dimensions
* Replicability of the programme or effort,
* Extent of contribution to self-sufficiency, and
* Development of institutions.

Ibid., p. 102.
Ibid., pp. 102-103.
2.3.1 Methodological Approach

An examination of the original documents relating to the agency and its activities, interviews with the initiators, founder members, board of management and the contemporaries of the founder members etc., can help in understanding the project ideology. Activities and shared objectives are two important sources of learning on this dimension.

The structure of the organisation, the various roles, role relationships, constitution, division of tasks, scope of flexibility, self-renewing mechanism etc., can tell us a lot about the structural and design aspects of the innovation. A study of these aspects would help in understanding the organisational structures and mechanisms which facilitate educational innovations and those aspects of structure that may create problems for efficient management of the innovation.

Lastly, a complete understanding of all the activities, the links between various activities, the educational content of the main programme, the results and achievements of the programme measured in terms of economic benefits to the clients or acquisition of knowledge or skills, or employment generation etc., will provide an opportunity to learn about how the strategy used by the organisation has paid off.

Two important methodologies may help in making evaluation as a learning experience. The evaluators may get a great deal of insight if they stay in the place of action for some time, and learn through living the action and change. This methodology may be called experiencing observing methodology. The evaluators have to

\[\text{ibid., p.1Q4}\]
experience the change as well as have to maintain their objectivity by making observations and remaining outsider in this sense. The second methodology is that of interacting with the beneficiary group—the members of the community. Such interaction may involve interviewing, exploring in depth some dimensions, group discussions, observations, to pick up some significant indicators. Pareek and Rao suggest the term 'interacting interviewing' for this methodological package. The main focus of such a methodology is flexible interviewing in the light of interacting process with the main persons in-charge—the members or the 'target' groups - using this methodology, Pareek and Rao presented case studies of five different agencies involved in social action. All the agencies they studied are involved in education directly or indirectly.

With this background let us now look at some of the experiences involved in evaluating the National Adult Education Programmes.

After the NAEP was launched in October 1978, the Ministry of Education decided to entrust the task of evaluating the implementation of the Adult Education Programmes in different States to different national institutions situated in proximity. The Ministry of Education deliberately kept the terms of reference broad and wanted the evaluating agencies to evolve their own methodologies. However, the Ministry wanted certain minimum information to be collected. This information included mainly statistical information like the number of centres functioning, the attendance patterns, drop-out rates, whether the money is being used for the purposes for which it was sanctioned, whether the
instructors are being trained and so on, while the Ministry wanted to ascertain the effective implementation of the programme and the proper use of funds. The evaluating institutions were given the freedom to do 'Evaluation Search' or 'Process Evaluation' rather than mere research. Such process evaluation orientation teams working at the Indian Institute of Management at Ahmedabad undertook the responsibility of evaluating NAEP in Rajasthan. The following is the presentation of the survey of the two evaluation studies of the Indian Institute of Management, Ahmedabad.\(^{65}\)

2.3.2 First Appraisal

The first study was undertaken by Professors Rao, Bhatt and Rama Rao (1980). It limited itself to the works of seven voluntary agencies in Rajasthan, which functioned during 1978-79. The authors believed that the methodology for studies of this nature need to be evolved on the basis of the experiences of several institutions involved in appraisal studies. They also felt a need to emphasise in the methodology and techniques appraising the 'process' aspects of the study and exploring ways of improving the programme at all levels of functioning.

2.3.3 Second Appraisal

In November - December 1970, Pestonjee, Laharia and Dixit (1981) started on the second appraisal on NAEP in Rajasthan. The study covered the works of 50 voluntary agencies which were not included in the first appraisal. This report also focussed on the activities and performance of Adult Education centres and voluntary agencies.

Ibid., pp. 104-106
2.4 Need to Study Various Adult Education Programmes in Bindigul District

The Indian scene, with regard to Adult and Continuing education is in the process of undergoing changes and developments. The Universities, the Governments, the Voluntary organisations, the Indian Institute of Management, the Political organisations, the Trade unions are interested in life-long education along with the related areas of rural development, urban development and education of the weaker sections of the society.

From 1978 onwards the following efforts were made:

* NATIONAL ADULT EDUCATION PROGRAMME. (NAEP)
* STATE ADULT EDUCATION PROGRAMME. (SAEP)
* RURAL FUNCTIONAL LITERACY PROGRAMME. (RFLP)
* CENTRE-BASED PROGRAMME (CBP)
* AREA-BASED PROGRAMME. (ABP)
* MASS PROGRAMME OF FUNCTIONAL LITERACY. (MPFL)
* TOTAL LITERACY CAMPAIGN. (TLC)

The programmes were organized by the following three agencies

* Central and State Government Agencies.
* Voluntary Agencies.
* Universities and Colleges.

The organisational structure of the programmes organised by the different agencies is as follows:
MINISTRY OF HUMAN RESOURCE DEVELOPMENT

DEPARTMENT OF EDUCATION

DEPARTMENT OF ADULT EDUCATION

NATIONAL EDUCATION

ADULT PROGRAMME

SCHEME OF ASSISTANCE TO VOLUNTARY AGENCIES

NEHRU YUVA KENDRAS

DEPT. OF EDUCATION

GOVT. OF TAMIL NADU

DIRECTORATE OF NON-FORMAL/ADULT EDUCATION

STATE RESOURCE CENTRES

SHRAMIK VIDYAPEETH

DISTRICT ADULT EDUCATION OFFICER

RURAL FUNCTIONAL LITERACY PROGRAMME

STATE ADULT EDUCATION PROGRAMME

DIRECTORATE OF ADULT EDUCATION

DEPARTMENT OF HIGHER EDUCATION

UNIVERSITIES

[20 point programme/ Centre-based]

ORGANISATIONAL SET-UP OF AREA DEVELOPMENT APPROACH BY UNIVERSITY AND COLLEGES IN THE DINDIGUL DISTRICT

UNIVERSITY GRANTS COMMISSION

DIRECTOR OF ADULT, CONTINUING EDUCATION AND EXTENSION

ASSISTANT DIRECTOR

PROJECT OFFICER

PROJECT OFFICER

PRERAK

ANIMATOR

ANIMATOR

LEARNERS

LEARNERS

Source: By the Researcher.
THE STRUCTURE OF THE ADMINISTRATION OF THE MPFL

MINISTRY OF HUMAN RESOURCE DEVELOPMENT

National Level

Dept of Youth Affairs and Sports

Directorate of Youth & Sports

NSS Regional Centre

Directorate of School Education

Directorate of Technical Education

University Grants Commission

Directorate of Adult Education

State Resource Centre

Directorate of Adult and NFE

State Level

SS, SS Unit

Polytechnic NSS Unit

College NSS Unit

University NSS Unit

University NAEP Unit

District Level

SS Volunteers

NSS Volunteers

NSS Volunteers

Non-NSS Volunteers

Learners

Learners

Learners

Learners

ORGANISATIONAL AND ADULT ADMINISTRATIONAL SETUP OF TLC
(ORGANISED BY GOVERNMENT AGENCIES IN THE DINDIGUL DISTRICT)

DIRECTORATE OF ADULT EDUCATION

\[\downarrow\]

NATIONAL LITERACY MISSION

\[\downarrow\]

STATE RESOURCE CENTRE AND DIRECTORATE OF ADULT EDUCATION

\[\downarrow\]

DISTRICT COLLECTOR

\[\downarrow\]

CHIEF PROJECT COORDINATOR

\[\downarrow\]

DISTRICT PROJECT COORDINATOR

\[\downarrow\]

BLOCK PROJECT COORDINATOR

\[\downarrow\]

PANCHAYAT COORDINATOR

\[\downarrow\]

VOLUNTEER

\[\downarrow\]

LEARNER

ORGANIZATIONAL AND MANAGEMENTAL SETUP OF TLC AND AREA BASED PROGRAMMES

MINISTRY OF HUMAN RESOURCE DEVELOPMENT, GOVT. OF INDIA

NATIONAL LEVEL

SCHEME OF ASSISTANCE TO VOLUNTARY AGENCIES

NATIONAL INSTITUTE OF TECHNICAL EDUCATION

DIRECTORATE OF ADULT EDUCATION

STATE RESOURCE CENTRES (SHRAMIK VIDYAPEETH)

DEPARTMENT OF EDUCATION AND LITERACY

DEPT. OF HIGHER EDUCATION

NATIONAL LITERACY MISSION

DEPARTMENT OF EDUCATION GOVT. OF TAMILNADU

STATE LITERACY MISSION

DIRECTORATE OF NON-FORMAL ADULT EDUCATION

DISTRICT LITERACY MISSION

DISTRICT COLLECTOR (CHAIRMAN)

DISTRICT ADULT EDUCATION OFFICER (SECRETARY)

DISTRICT/BLOCK LEVEL FUNCTIONARIES (TLC)

UNIVERSITY GRANTS COMMISSION

UNIVERSITIES

DEPT. OF ACE AND EXTENSION

JANA SHIKSHAN SANSTHAN (Area Mission)

The researcher set out to study the different approaches followed by the different agencies to Adult Education in the Dindigul district since it has been declared as one of the best districts in India in implementing Adult Education programme in 1987.

The researcher also set out to find out the following:

- What is meant by the psychology of literacy? (reading, writing and thinking)

- What are the factual bases for the benefits of literacy?

- What are the follow-up measures to retain literacy?

- What are the methods of planning and administration of various agencies which were / are organising Adult Education programmes in the Dindigul district?