CONCLUSION

Conclusion chapters are often fairly precise as to the nature of their contents. In practice the tasks of summarization and recommendation get highlighted together. In this chapter we would first briefly summarise the study as detailed in the preceding chapters and then give some important recommendations relating to the implementation of adult education policy. As the focus of the study is on the role of voluntary agencies, viability of the those as the implementors of such a policy is discussed. Recommendations germane to the problem of role of voluntary agencies are also made. To begin with a brief summary of the study is attempted.

In the first chapter the growing importance of the study of Public Policies is discussed. An attempt is made to draw a distinction between policies like adult education and others like prohibition, anti-dowry etc. The policies of latter kind sometimes warrant use of coercion. But as far as policies like adult education are concerned, in a democratic state chances of resorting to coercion are remote and these are realisable only through such techniques like persuasion and motivation. Again, policies like adult education require massive mobilization of human resources. To a great extent the success of policies like adult education depend on the political will and commitment. A survey of the efforts at educating the illiterate adults before the Independence reveals that not much of importance was attached to this problem by the colonial government of the day. Only
some voluntary agencies and social workers did some work in this direction. Thus the policy of adult education before independence was one marked by the efforts of the indigenous social workers with a varying degree of success. However, after independence adult education gradually came under public policy agenda. 'Though financial allocations do not exactly reflect the amount of commitment the Government attach to the adult education policy, it did found a place in the range of policies, the government pursued or attempted to pursue. The success of this policy is sporadic which seems to be not unrelated to the hesitation in commitment of the Government of the day. In addition to the governmental efforts to educate illiterate adults, voluntary agencies which are known for their flexibility in operation, nearness to people and service motto, were also associated with the implementation of this policy. The failure of the official agencies to achieve desired policy objectives also led to search for alternatives, particularly among the non-formal and the non-bureaucratic sector, i.e. voluntary sector, in the implementation of some public policies. It is in this context that some areas of education came to be entrusted to voluntary agencies. This is a study about the role of the voluntary agencies in the implementation of a massive adult education programme. Studies in education may be regarded as purely the concern of educationists. However, contemporary studies in Public Administration now take under their scope and scrutiny that were alien in the past to Political Science or Public Administration. Educational policy is a good example. Given the policy
and the administrative components that together are intended to achieve the goal of liquidation of illiteracy among adults, and the association of non-governmental agencies in the implementation of such policies, the study of such policies offer a challenge to the students of Public Administration also. The specific objectives of this study as mentioned in the first chapter are (i) to study and analyse the functioning of the voluntary agencies involved in N A E P with reference to such administrative aspects as staffing, recruitment and training of instructors and supervisors, problems involved in running adult education centres, (ii) to study which type of people and with what socio-economic background are attracted to this programme (iii) to assess the achievement of learners in terms of literacy and other areas and (iv) to examine performance of voluntary agencies in general.

In the second chapter, the correlation between education and the economic and social development are examined. The data referred to shows that education particularly adult education contributes to rapid social and economic development. A literate population facilities quickening the tempo of the developmental process. In India, the objective of realising universal primary education by 1960 as envisaged in the Constitution could not be achieved. This and the large increase in population have greatly accentuated the problem of illiteracy and apart from other consequences it seriously hampers development which is vital for the advancement of the country. The UNESCO and other international agencies underlined the need for launching 'campaigns for literacy' to check the growth of illiteracy.
In chapter three, which deals with the Institutional Framework of National Adult Education Programme, the following issues get highlighted.

The Janata Party’s coming to power resulted in re-alignment of developmental priorities within education. They have accorded a high priority to adult education. A National programme to educate about 100 million adult illiterates was launched in 1978. Apart from the Government, the voluntary agencies, Universities, Nehru Yuvak Kendras, are also involved in the implementation of the programme. Thus governmental, semi-governmental and non-governmental agencies are involved in the implementation of the policy of educating adults, between 15-35 age group. A vast administrative machinery was created at the Central State and District levels. A National Board of Adult Education was established to give higher policy direction and the Prime Minister himself was made the Chairman. At State level, the State Adult Education Boards and Steering Committees are established. The Central Directorate of Adult Education attached to Ministry of Education was expanded and similarly State Directorates of Adult Education were established. These are created for the first time. This in itself is an indication of the high salience given to the programme at this point of time.

The National Board of Adult Education is entrusted with specific functions. Its meetings are not held regularly. In the absence of functioning a regular machinery to give policy direction, ad-hocism can
be said to settle, which hampers the realization of the goal. The State Adult Education Boards and Steering Committees are not functioning to the extent the policy framers visualized. It was found that the personnel policy of States with regard to adult education functioning is also marked by ad hocism. A majority of middle level positions are filled by officials on deputation from other conventional administrative departments. Fresh recruitment is confined to Asst. Project Officers and Supervisors posts. It was found that though it was stated in several documents that voluntary agency should be given precedence in the programme, it was not reflected in spirit. The number of centres run by them is dwindling, the procedures for getting grants are vaxatious and the grants are not released in time with the result reputed voluntary agencies are shying away from participation in the programme. It has also been seen in this chapter how an appraisal of the policy, as befitting a good public policy philosophy was undertaken which candidly held that there has been a noticeable reluctance to give voluntary agencies due encouragement, incentives and autonomy in the running of the programme and recommended accordingly much more scope for the agencies. Association of students who have gone through or going through formal educational channels as instructors in the programme also remains largely unimplemented.

The fourth chapter deals with the crucial aspects of the instructional cadre of the programme i.e. instructors and supervisors. The qualifications
recommended and followed in their recruitment, their perceptions and perspectives about the programme and relations among themselves are discussed. It has been found that most of the instructors recruited by voluntary agencies belong to the prescribed age group and are fairly educated. The method of recruitment by one of the agencies, B C T in the sample appear to be more rational than followed by others. Though teachers are identified as resource persons it has been found that some the retired teachers because of their old age and other problems could not impress the clientele. This suggests the necessity on the part of the agencies to keep in mind the ability of the instructors to teach in centres. Further it has been found that most of the instructors are unhappy with the meagre honorarium.

The method of instruction is dominated by face-to-face teaching. Though the agencies are aware of the advantages of adopting multi-media approach in teaching, lack of facilities is dampening their enthusiasm. It is unfortunate indeed that while we hear reports of non-use of audio-visual equipment on a large scale from one side, from another it is heard that the implementing agencies of Adult Education Programme suffer from the non-availability of such aids. This speaks of the failure of State Directorate of Adult Education in its main function i.e. co-ordination.

One of the important findings of the analysis concerns the quality of the material used for instruction. Different agencies seem to be following different types of instructional material, though those of some agencies here again seem to be much better. However, the question whether
instruction material should be standardized and uniform cannot be answered categorically in the affirmative. That there is a need for diversified material is amply borne out by the fact that learners and instructors in a predominantly dry are supplied material on wet crops.

The perceptions of the instructors and supervisors on the motivation and enthusiasm of learners is revealing. They report a rather big drop-out rate but, at the same time they say that this is due to unavoidable stress that impoverished villagers lay on their economic pursuits. Agencies with diversified economic activities have succeeded more in motivating learners to join as well as continue in adult education centres. As regards the role of village elite, teachers in some centres have to reckon with their resistance to extend educational benefits to the underprivileged. However, in some other the elite co-operated in a commendable way with the organizers. The role of developmental functionaries is marginal if not insignificant. It has been observed that most of them view adult education programme like any other programme. While some have avoided any association on the pretext that they are very busy, others disassociated themselves after one or two appearances because of searching questions put by some learners regarding the access to certain economic benefits that would be made available to their return for their participation.

The study revealed that most of the supervisors of the sample are young and enthusiastic persons and are fairly educated. That effective supervision also depends on factors such as means of conveyance etc. has also brought out in the study.
As regards co-ordination, the Project Level Committees of the B C T and the CROSS functioned better than others. The procedures followed by those two agencies show that voluntary agencies would also do well to have formal bodies for smooth running of the programme and better achievement of goals. The village level co-ordination committees are mostly dysfunctional.

Coming to the learners and dropouts (Chapter V) a majority of them belong priority groups like Scheduled Castes, Scheduled Tribes and Backward classes. Thus the policy objective of attracting the intended target group seemed to have been met. A good number of learners recruited, figure above and below the prescribed age group. And in some cases learners with some schooling are also inducted which shows mistakes in the process of identifying learners as prescribed by the policy.

It was found that a majority of learners joined with an intention to acquire to three R’s. Other reasons like learning to sign, identifying, cinema boards etc. indicate increasing perception of the villagers about the benefits of literacy. It has been observed that the agencies have not succeeded in attracting women learners.

As regards attendance the average daily attendance recorded in A M S and D S S is higher compared to B C T and CROSS. One comment in this connection is necessary. Records like the attendance registers, evidence of use of materials indicate that even in the centres run by the two latter agencies the performance is rather good. However, from the assessments made by instructors and supervisors and from the views expressed even by the
It came out that the performance of the centres which recorded high attendance is lower than average. There is here a clear indication that some agencies are not above the temptation of making their records speak better than their actual performance.

As regards the achievement of learners it has been found that the trend is not very discouraging of the three components i.e. Literacy, Functionality and Social Awareness, the literacy component has been given more emphasis than the other two. Infrastructural and material constraints are cited as some of the reasons for according priority.

As stated earlier the above brief summarization of the contents of the study was done with a view to highlight some significant problems relating to the voluntary agencies' role in the implementation of National Adult Education Programme. This is also done with a view to suggest some solutions to the problems identified while some of these suggestions are implied in the summary itself the following are some major recommendations.

1. The policy on adult education should be accorded high priority considering its significance in national development. The new education policy on cards now spell out the place of adult education in overall educational planning. The increasing pronouncement regarding the use of high technology for national development and the likely emphasis on higher and other sectors of formal education should not be at the expense of non-formal channels, where probably less sophisticated educational technology would be required.
2. The earlier suspicions about the role of voluntary agencies on their alleged political affiliations seemed to have died down which is a good augury. It can be inferred, therefore, that the inhibitions surrounding the credibility of 'voluntary' have now receded and the voluntary agencies would be encouraged to participate actively in adult education programme. There is a case for evolving new procedures to attract reputed voluntary agencies. For this the well-established voluntary agencies may be approached for identifying the new ones.

3. As we have noted earlier the National and the State Boards of adult education should be activised and these bodies must meet at least once in a month to take stock of the situation and avoid vacuums in policy making.

These bodies are intended to provide a forum for common identity, exchange of experiences and ideas. By their very composition it is inferred that formal roles the government i.e. patron and other implementors i.e. clients play are set aside for realization of policy objectives. Thus viewed it appears that the work of these boards goes beyond their formal roles. Hence the N B A E and S B A E's should meet at least once in a month. This would also avoid vacuum in policy making process.

4. In terms of financial allocations the adult education policy should not be allowed to suffer. High priority should be given keeping in view the targets and necessary infrastructure should be provided.
Some voluntary organizations are finding it difficult to receive the grants sanctioned to them to run N A E P. It is felt that administrative bottlenecks may be removed and the system may be streamlined to facilitate quicker disposal of grants due to the agencies. A uniform procedure may be evolved to sanction grants and time bound clearance of grants would facilitate quicker decision making.

5. There is an urgent necessity to institutionalise the linkage between adult education and developmental departments. There should be no ambiguity on how the developmental departments can support and reinforce the adult education programme as it exists today. There must be permanent functionaries, or as there should be specific earmarking of functions in the job chart of the developmental functionaries.

6. The voluntary agencies should recruit competent instructors and they should be given proper training. Training instead of a one time affair possibilities of extending continuing training facilities should be explored.

7. The Supervisors must play more active role in the strengthening of the programme at the field level. Separate provision for vehicles in the project budget should be made for effective supervision.

8. In addition to the national and State resource centres, district level resources centres should also be created to strengthen the resource base and to produce need-based and relevant reading material.
9. The appraisals on the impact of N A E P now conducted in some studies must be extended to all states and union territories. The voluntary agencies too should conduct appraisals and build up strong information base which can be utilised for heuristic purposes.

10. The project level committees and the village level committees of the voluntary agencies must be activised to facilitate co-ordination. The composition of the Committees must be enlarged with Government representatives, village elite as well as the clientele.

11. The State Directorates of Adult Education must be strengthened with adequate staff especially at the field level. One of the functions of the field personnel should be their active involvement in projects run by voluntary agencies.

12. The personnel policies of the State Government with regard to adult education programme need to be changed. There should be a direct recruitment upto the level of Project Officers or equivalent cadres to attract the best talent. The Central Directorates' Policy in this regard may be recommended to the states. The Union Public Service Commission is entrusted with the responsibility of recruiting Deputy Directors, Assistant Director posts. This ensured selection on nation-wise basis.

13. The monitoring of the programme also calls for modifications. The achievement of learners in terms of the objectives are not presently reported. Suitable methods may be devised to measure the impact of the programme on the learners.
Multi-media approach should be adopted in instruction to learners. To start with the districts which have literacy percentage below the national average should be given preference in establishing T.V and other network in order to attract learners and retain them.

15. The voluntary agencies must concentrate more on women illiterates. With regard to women centres the upper ceiling of thirty in enrolment may be relaxed.