INTRODUCTION
such as also for the society concerned.

Public policy can be viewed as a dependent variable or an independent variable depending on whether the influence of environmental forces and the characteristics of the political system on the content of Public Policy or the impact of public policy on them is to be studied. The study of Public Policy gains in significance, if considered in terms of its linkages with the environment and the political system, which would provide a frame of reference needed for spelling out their relational consequences. An analysis of Public Policy would be meaningful if it concerns itself as much with the content of policy as its determinants. It is not enough to analyse Public Policy on the basis of any Systems theory which at best can perspectivise the response of the political system to environmental demands or postulates apart from the inputs which the environment provides. Indeed, a kind of conversion process is generated which should be helpful to the making of decisions leading to policy outputs.

Public policy has grown into the proportions of a discipline without losing its essential character as a branch of Political Science. The traditional conceptions of what constitute the organs of polity or State now have been expanded to include non-formal institutions like Political Parties, Pressure Groups, Media Systems, etc., which have become participants in the political process.
as the formal institutions - Legislature, Civil Service and Judiciary - have been. It follows that the term 'public' has now a much wider connotation than it had ever before. So is the case with the term 'policy', which now means anything done in pursuit of a preferred goal or goals. It signified not only the goal, but also the steps taken by the policy maker in targetting the goal and in evolving the strategies for its attainment. Again, the notion of Public Policy is now subjected to more intensive investigation than before, facilitated by the advent of behavioural political science, helpful to the analyzing of not only different stages of public policy formulation but also the implications of each stage of it. Infact, analysis of public policy goes beyond the description of institutional processes and concerns itself with various systemic dimensions of political processes.

A selection of the most important contemporary definitions of public policy will testify to it. Carl Fredrich, one of the earliest to define public policy in his book, Man and His Government, defined Public Policy as "... a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose." A Policy, Fredrich believed, is directed towards the accomplishment of
of some purpose or goal although it is not difficult at least in regard to some policies to know the intention of the government. Richard Rose defined Public Policy as 'a long series of more-or-less related activities' and their consequences for those concerned rather than as a discrete decision. Richard has obviously considered febus policy in the composite sense of the term rather than as a particular programme of action, making a distinction between policy and decision.

A sweeping definition of Public Policy came from Robert Eyestone who defined it as "the relationship of a government unit to its environment", and a more exact one from Thomas R Dye who defined it "whatever governments choose to do or not to do" without making any distinction between what government would decide to do and what they actually do. James Anderson in his book published in the seventies defined Public Policy as "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern". David Easton, one of the important behaviouralists, recognized the role of various actors like elders, paramount chiefs, executives, legislatures and judges, administrators, councillors, monarchs and the like in the formulation of Public Policy.

Thus the main implications of the aforesaid definitions is that public policy is first a purposive and goal oriented action; secondly, it consists of courses or patterns of action; thirdly, it is what government actually do as in solving such problems as poverty, price rise, promotion of people's welfare and protection of downtrodden people.
In all modern political systems the Public Policy is implemented by a complex system of administrative agencies. These agencies perform most of the day-to-day work of the government and thus affect citizens most directly. It might not have been necessary for policy analysts to be much concerned with public administration were it not for the fact that in all countries which were decolonized and became independent, the bureaucracy had come to occupy a most important place in policy formulation and implementation (James Anderson). The traditional notion that politics and administration are two distinct spheres of activity is not longer occupied. It is true that well authorities like Goodnow distinguished between Politics and Public Administration. Politics, according to Frank Goodnow, is concerned with the formulation of the will of the State, value judgements and the determining of what government should or should not do, and it is to be handled by the 'political' branches of government, i.e., the legislature and the executive. Administration, on the other hand, in his view, is concerned with the implementation of the will of the State, and the carrying out more or less automatically of the decisions of the political branches. Administration deals with questions of fact, 'what is rather than what ought to be', and consequently can focus on the most efficient means of implementing policy. But his facile distinction that the preoccupation of Political Science is with normative policy matters and that of administration with mundane matters of how to implement a given policy is untenable.
CHAPTER - I

Introduction

The thesis is a study relating to the implementation of policy on Adult Education. By any understanding of the term public policy this study is a study in Public Policy.

The subject of Public Policy as a branch of political science has received more attention during the last few decades in particular. While, even earlier the making of policy by various agencies of the State was recognized to be an integral part of the study of politics, particularly democratic politics, in recent decades the emphasis has become both extensive and intensive. Extensive because the recognition of what constitute the organs of the polity or state has now extended beyond the norms of the past. For example, where former conceptions of the State were confined to formal political institutions like legislatures, civil service and the Judiciary, in recent times, non-formal institutions like political parties, pressure groups, media system - and a host of other things have been brought into the picture of the polity or state within the boundaries of which, what we call political processes to be occurring. In other words, the ambit of the word 'public' has got widened phenomenally. Correspondingly, the word policy underwent a sea change too. Policy now means anything done either in pursuit of a preferred goal or goals. Policy thus now signifies not merely the goal but also the steps taken by the policy maker in targeting the goal.
and those strategies adopted to reach the target.

The modern notion of public policy is more intensive in scope because the increased depth of analysis now involved in the process of public policy investigation. The advent of behavioural political science in particular opened up new avenues of analysis to understand not only the stages of public policy evolution but also the implications of each stage. In other words where the previous emphasis in the study of public policy was on the description of the institutional processes, the contemporary concern is with an analysis of various systemic dimensions to the political process.

A brief resume of contemporary definitions of public policy will bring out the implication of the foregoing explanation. Carl Fredrich one of the earliest to define public policy in his book 'Man and His Government' defined Public Policy as "... a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose."  

Fredrich believed that a policy is directed towards the accomplishment of some purpose or goal although it is not difficult at least in some policies to know the intention of the government. Richard Rose defined Public Policy as 'a long series of more-or-less related activities' and their consequences for those concern rather than as a discrete decision. Here Rose is talking about policy in its composite sense of the term than policy as a particular programme of action. Further, Rose is also highlighting the distinction between the policy and a decision.
A very sweeping definition of Public Policy came from Robert E. Stone who defined it as "the relationship of a government unit to its environment". It is so sweeping that one may find it all encompassing. Thomas R. Dye's lucid description carries some precision with it. He stated that "Public Policy is whatever governments choose to do or not to do". Although he did not make distinction between what government would decide to and what they actually do. James Anderson in his book published in seventies defined Public Policy as "a purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern".

David Easton, one of the important behaviouralists defined Public Policy quite accurately. He recognized the role of various actors like elders, paramount chiefs, executives, legislatures and judges, administrators, councillors, monarchs and the like in the formulation of Public Policy.

Thus, the main implications of these definitions is that firstly, public policy is a purposive and goal oriented action, secondly, it consists of courses of patterns of action, thirdly, policy is what government actually do in solving such problems like poverty, price rise and in promotion of people's welfare, and in protecting down trodden people.

In all modern political systems Public Policy is implemented by a complex system of administrative agencies. These agencies perform most of the day-to-day work of the government and thus affect citizens most directly. It may not be necessary for policy analysts to be much concerned with public administration were it not for the fact that in all countries which were decolonized and became independent, the bureaucracy occupies a most important
place in policy formulation and implementation.\textsuperscript{7} (James Anderson). The old notion that politics and administration are two distinct spheres of activity had almost faded. It is true that great authorities like Goodnow\textsuperscript{8} made a good distinction between Politics/Public Administration, but however, Politics according to Prank Goodnow was concerned with formulation of the will of the State, it was concerned with value judgements, with determining what government should or should not do and it was to be handled by the 'political' branches of government, i.e. the legislature and the executive. Administration according to him on the other hand was concerned with the implementation of the will of the State, with carrying into effect more or less automatically the decisions of the political branches. Administration was concerned with questions of fact with 'what is rather than what ought to be', and consequently could focus on the most efficient means of implementing policy. But the facile distinction that political science deals with normative policy matters while administration deals with mundane matters of how to implement a given policy cannot be strictly adhered to.

Modern administrative agencies often operate under broad and ambiguous rules and regulations and leave them with much discretion to decide what should or should not be done. Owing to lack of time, interest, information and expertness on the part of the legislatures to some extent the administrative process became an extension of legislative process and administrators find themselves immersed in politics in modern political systems.

While administrative agencies are the primary implement or s of Public Policy, many other agencies/actors are also involved in the process of implementation of a policy.
It may be interesting to note here that the contemporary studies in public administration now take under their scope areas that were in the past regarded as alien to political science or public administration. As the variety of state intervention through public policy increases, the nature and scope of the public administration studies increases. Educational policy in particular is a good example. From an orthodox point of view, education is a subject reserved for educationists. But, from a contemporary policy point of view given the policy and administrative components that together are intended to promote education, the study of education and its related policy has come to occupy the attention of the students of public administration too.

Farther it will be noticed that within the area of educational policy, the sub-area of adult education is even more challenging and germane to public policy studies. For, essentially, policies like adult education are different from other policies like policy on Imports and Exports, industrial development, prohibition, anti-corruption etc. In all democratic countries, the governments can legislate on any of these policies and can make people comply with them. The governments can use even their authority to implement these policies. But qualitative policies like adult education depend very much on the factors like motivation, persuasion etc. Coercive devices are less of a guarantee in the realization of such a qualitative policy as adult education.

The pre as well as post independent India saw many an experimentation in the policy on adult education. In post independent India many ventures
were made in the field of education. While some of these programmes failed because of bureaucratization others failed owing to lack of proper policy will. The policy on adult education because of its qualitative nature also gives rise to some fundamental questions regarding the strategies of implementation of public policies. Third World countries are now gradually realising that some policies require different strategies of implementation. The main reason for this new thinking is the inadequacy of existing institutional arrangement in these countries. Theoreticians of public policy have been posing this question for quite some time. Should every policy be it growth oriented, production oriented, or quality oriented be entrusted to the bureaucracy? There is already a popular notion that only through gradual de-bureaucratization can goals of certain policies be realised. This is because bureaucracy is growing dysfunctional at least in some areas of public policy. For example in a crucial area like Community Development which involved attitudinal and motivational change, bureaucratization of the entire programme failed to deliver the goods. This is not to say that bureaucratization is necessarily bad. The point is that the notion that bureaucracy is a panacea for the establishment of a welfare state (a notion that became very common in the post war democratic world) is now under critical evaluation and this is not only from the conventional quarters like Hayak and Vonmises who were against the very idea of interventionist state. Bureaucracy in these countries is growing dysfunctional. For example, since fifties implementation strategies of public policy have increased the role of bureaucracy in India. The community development programme did not succeed because of its bureaucratised nature, in the sixties the Panchayat Raj institutions failed because of lack of political will, again they went to
bureaucracy to be managed by them, in the seventies special agencies like
*Drought Prone Area Programme (D P A P)*, Small Farmers Development Agency
(S P D A) were created with heavy *bureaucratized* structures, and now in
the eighties an integrated approach came into existence dominated again
by bureaucracy.

Milton *Esman* an eminent authority on rural development while analysing
the processes of development in the Third World countries identified four
instruments of action which facilitate nation building and *socio-economic*
development. They are (1) political organization, (2) administrative system,
(3) associational interest groups and the (4) mass media. The author's
views on associational/(voluntary) groups deserve a mention here. Discussing
the importance of the voluntary agencies, he wrote that "*deliberate* social
change may be greatly facilitated by community organization. In the
performance of many service and control functions, governments cannot deal
effectively with unorganized individual. It is thus important that the
community be organized in order to relate effectively to the administrative
institutions performing services associated with nation building and
development programmes".11

*Esman* saw three advantages in associating the voluntary agencies in
the implementation of public policies — (1) a sense of solidarity (2)
opportunity to interact with agencies of development/government (3) participa-
tion in decision-making.'

The developing countries are passing *through* a critical phase wherein
the administrative system is hard pressed owing to increasing demands on it.
Voluntary agencies with their flexible system, informality and commitment would
channelise the energies of the people towards a positive goal. One more advantage with the voluntary agencies is their inner motivation* It is generally believed that voluntary agencies would not carry colonial bureaucratic legacy and bureaucratic indifference. Their indigenous roots, it was believed would result in humanizing the system. Some feel that the state can assign them a complementary role in the implementation of public policies. The earlier experience of over-bureaucratization of developmental agencies/institutions and the continuing gap between promise and performance of state machinery also led to a search for alternatives. Voluntarism is increasingly been shown as emerging trend.

It has already been mentioned how certain types of public policy, particularly those involving critical changes in human attitudes and values are less suited to be accomplished by bureaucracies. That is why in the theory of development administration the role of bureaucracy frequently comes up for critical evaluation.

Educational policy constitutes one of the prime parts of a development package seeking to affect attitudinal change in societies. Primary and adult education in general is regarded as the key factor in initiating that attitudinal change. And it is in this field of primary and adult education that the role of non-bureaucratic agencies as inputs into the policy process is highlighted.

In India, voluntary agencies have long been involved in what is generally called social work. As the role of formal education has come to be accepted as an imperative for creating the necessary value changes to facilitate
development, voluntary agencies have **become** an important component of the public policy process. **That is why** the role of these agencies in the implementation of public policy becomes germane to studies in public policy.

Where before independence, Voluntary Agencies were generally recognized to be involved in the area of adult education, adult education itself did not form part of official public policy. **An interesting** point can be raised here. Even in the evolution of the concept of the Welfare State, quite a range of *policies* do ultimately emerge as part of the package of public policy. But, some of these or some aspects of these might take some time in projecting themselves as public policy. In other words, a certain item may have become an obvious candidate for public policy. But, its contemporary obviousness should not hide the fact that in earlier times it was not so obviously regarded. The area of adult education is a good instance of this. Even earlier, education had been recognized as part of governmental concern and thus as part of public policy. But within this, adult education has not been so recognized even though governments may have recognized this to be an activity **complemented to** their own commitment to the promotion of formal education. What happened since independence, is that even adult education finds incorporation into the range of professed public policy. Along with it, the role of voluntary agencies also became an integral aspect of public policy. It would now be necessary to discuss the evolution of the item of adult education as part of the public policy process in India.

**Evolution of Policy on Adult Education**

Before independence adult education did not **figure** much in Public Policy. The work in adult education was **taken** by private (voluntary)
organizations. The various social reform movements in the nineteenth century and the rise of Indian nationalism have greatly helped in increasing the necessity for literacy. In rousing the consciousness of the people the social reform movements simultaneously also led to an increase in the demand for education. This period also marks the beginning of the importance of regional languages. As early as 1848, the Andhra Evangelical Church, Guntur had literacy as one of its programmes. The movement for the Home Rule further encouraged people to take interest in adult education work. Various organizations like the Servants of India Society (1905), the Seva Sadan (1908) Mahila Samaj (1910), the Socialist League (1911) were some of the agencies which actively participated in educating illiterate adults.

The provincial governments in the later half of the nineteenth century and in the beginning of the twentieth century organized in big towns a number of schools with a specific purpose to recruit people with some knowledge in English.

It is voluntary agencies which mostly took up the challenge of illiteracy, thus exhibiting a better awareness of the bane of illiteracy to human progress. Much of the ground work in this area was done by the voluntary agencies before the colonial government could even give a thought to it.

The entry of Gandhi in national movement in 1920's gave a new fillip to 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 to pay an increasing attention to the problems of adult education. Though Gandhi may not be accepted as an educationist in a conventional sense of the word, his views are worth a reference here. According to Gandhi "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 is '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 alround drawing out of the best in child and man, body, mind and spirit".

Basic education is yet another expression of Indian origin, of which the author was no less than Gandhi. Aimed at reforming the book-centred education, the main feature of this system include (1) instruction through 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 which can be correlated to some basic craft), (4) treating the school as a productive unit.

The views of Gandhi on adult education are much more interesting. In one of his articles he said "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 literacy education". Thus the views of Gandhi
mentioned above reveal his perception about 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*.

Independence of India in 1947 aroused great hopes about many things and especially about radical reconstruction of Indian education. The Indian national leadership had always expressed great faith in the use of education for modernization and development and had shown deep and continuing interest in the radical *transformation* of colonial educational system built up by British administrators. As early as 1906, the Indian National Congress adopted a resolution on National Education which said that the time had come "for the people all over the country earnestly to take up the question of national education for both boys and girls and organize a system of education, literacy scientific and technical suited to the requirements of the country on national lines under national control and directed towards the realisation of national destiny." Of the areas which needed immediate attention, adult education was identified as one such area. Later Gandhi's ideas on education, basic education and adult education were widely quoted, the benefits of literacy were also discussed and debated. Particularly Gandhi's call for liquidation of illiteracy which he termed as India's sin and shame had roused the conscience of popular national leadership then.

In fact in the first educational ministers' conference of free India, Nehru said that "whenever conferences were called to form a plan for education in India, as a rule, it was to maintain the existing system with slight modifications. This must not happen now. Great changes have taken place
in the country and education system must also be in keeping with them. The entire basis of education must be revolutionized.\textsuperscript{21}

However, for various reasons the promised revolution in education never materialized. It is not that no educational reforms were attempted. In fact many good and useful policies were taken and programmes introduced. However, one feels slightly disappointed at the events that followed in the educational field in India.

While acceptance of adult education as item of the package of Public Policy of Education was hailed by some as revolutionary, some others have even called them as evolutionary and reformist policies not taken with a clear intention to achieve the goal of liquidation.

An examination of the policies pursued by the government in the field of adult education reveals that there is a considerable amount of distance between theory and practice and promise and performance. The repeated assertions of the governments about their commitment to adult education was not properly reflected in plans in terms of allocations of resources. The following table contains the allocations made to different sectors in education upto the fifth five year plan.

There are also instances of diversion of funds meant for adult education to other sections on various pretexts. The issue of adult education as such also suffered to some extent because of absence of vocal support within and outside Parliament.
Table 1

Financial Allocation to Different Educational Sectors (1951-78)

<table>
<thead>
<tr>
<th>Sectors of Education</th>
<th>I</th>
<th>II</th>
<th>III</th>
<th>IV</th>
<th>V</th>
</tr>
</thead>
<tbody>
<tr>
<td>Higher Education</td>
<td>140</td>
<td>480</td>
<td>870</td>
<td>6352</td>
<td>14682</td>
</tr>
<tr>
<td>Technical Education</td>
<td>200</td>
<td>490</td>
<td>1250</td>
<td>2619</td>
<td>4434</td>
</tr>
<tr>
<td>Secondary Education</td>
<td>200</td>
<td>510</td>
<td>1030</td>
<td>14871</td>
<td>51277</td>
</tr>
<tr>
<td>Elementary Education</td>
<td>850</td>
<td>950</td>
<td>3010</td>
<td>21681</td>
<td>45819</td>
</tr>
<tr>
<td>Adult Education</td>
<td>50</td>
<td>40</td>
<td>20</td>
<td>326</td>
<td>(0.3)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>1440</td>
<td>2470</td>
<td>5180</td>
<td>45582</td>
<td>96538</td>
</tr>
</tbody>
</table>

* Source: Review Committee Report on N A E P.

The above table is self-explanatory. While there has been a gradual increase in expenditure on elementary, secondary, technical and higher education, adult education has received hardly any attention. In fact, in the first three plans there was actually a decline in expenditure on adult education.

On the other hand we notice an increase in the number of adult illiterates above the age of 15 years from 1951 to 1971. The following table gives the figures relating to increase in the number of adult illiterates.
Table -2

Adult illiteracy in the age group of 15 and above

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>15 and above</th>
<th>Illiterate Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Male</td>
</tr>
<tr>
<td>1951</td>
<td>2150.17</td>
<td>1735.73 (80.74)</td>
<td>784.93</td>
</tr>
<tr>
<td>1961</td>
<td>2528.54</td>
<td>1870.02 (72.24)</td>
<td>782.28</td>
</tr>
<tr>
<td>1971</td>
<td>3178.25</td>
<td>2095.11 (65.92)</td>
<td>863.80</td>
</tr>
</tbody>
</table>


The table reveals that although there is a gradual reduction in the percentage of illiterates during the years 1951 to 1971 the progress is rather disturbing, considering the situation in other developing countries. The argument that the total number of illiterates are increasing owing to increase in population only confirms the view that efforts are not made in the shape of proper policies to tackle the problem of illiteracy among adults.

It would be profitable here to go into the reasons for the existing state of education policy in general and policy on adult education in particular.

Two important reasons were cited by J.P. Naik an eminent educationist for slow progress in the field of education in general and Adult Education in
particular. They axe (1) the political decisions and (2) the educational decisions. As education is a sub-system of the social system, it cannot be revolutionized unless a social revolution takes place first or unless a simultaneous revolution takes place.

In this connection an important point about the casual connection between changes in the educational system on the one hand and changes in the social system on the other needs to be highlighted. Conventionally, people speak of changes in the educational system leading to socio-economic change and in this context, talk of even revolutionary changes is not uncommon. There are others who say that the conventional formulation puts the cart before the horse. To these education being a function of society and an educational system being a sub-system of the social system, revolution in education can be thought of only as a consequence of (or at best contemporaneous with) a revolution in the social structure itself.

The basic difficulty with the Indian Education Policy seems to be two fold. Firstly, education is regarded as the instrument for social change and some critics question the casual implications of this equation. They regard that unless society itself is altered by a package of strategies, the nature of the educational system cannot itself be effectively changed. This is no doubt a fundamentalist argument. It must be admitted that a policy of trying to change social system through education is not in itself invalid howsoever conventional and old fashioned it may look. The other aspect of the lacunae in Indian educational policy is that there has been a manifest failure in appreciating the magnitude of the change that is to be brought about in educational policy, granting that through changes
in educational policy changes in social system can be brought about. For instance the vastness and magnitude of illiteracy in India never seemed to have been fully grasped by policy makers, even when they were articulating loudly about the strategies of adult education. The formulation of policy was based more on a very casual incrementalist approach - casual incrementalism amounting to ad-hocism. Hence all the educational decisions taken were based on the concept of stability with change and in an evolutionary and reformist perspective.

It was argued that the partition of the country had created a delicate situation in which the very survival of the country was at stake and that it was felt essential to postpone all decisions to a later date and to concentrate all efforts to consolidation of freedom and nation building. Of course, none of the issues were re-opened like Mahatma Gandhi's call for disbanding Congress, his model for development which he mentioned in Hind Swaraj were ignored. On the contrary, western model of development based on science and technology, modernization of agriculture, heavy industrialization were given priority.

In the administration too radical reforms were not attempted to suit our system and only change in nomenclature from Indian Civil Service to Indian Administrative Service was made. According to some, the reason was that the above decisions were taken in the interests of ruling groups that came to power in 1949. The westernized class created by British developed a national pride. Some writers called this change in India from western to the westernized. These classes have determined to continue to
rule with such attention to the welfare of the poor and underprivileged social groups which can be legitimately expected from enlightened rulers. With this the revolutionary perspective in rebuilding society was ruled out and the country had to settle down to a reformist, evolutionary and gradual process of modernization and development.

To achieve the real purpose of freedom the social and educational development of people even by evolutionary and reformist method, which according to theoreticians of Public Policy is called incrementalist approach, there was a need then for a comprehensive plan of educational development which would make optimum use of available resources. Unfortunately, no such plan/policy was available in 1947 although as a matter of fact the need for a such a plan was foreseen as early as 1957 when National Planning Committee was appointed by the Indian National Congress under Nehru. Unfortunately, it could not go ahead with the preparation of a satisfactory policy owing to the arrest of Jawaharlal Nehru in 1940 and later stress of political events forced the winding up of the Committee. Surprisingly, the official attempts of the British government to produce a long-term educational plan document have succeeded. The Central Advisory Board of Education under the leadership of Sir John Sargent, the then educational adviser to the Government of India prepared a report on 'Post War Plan of Educational Development in India (1944). In fact, it was proposed to create a national system of education for the country over a period of 40 years (44-84). This plan called for nothing short of liquidation of illiteracy in a period of forty years in the country. Political events then overtook
everything else and the official plan never took off the ground. So the educational development of India after independence had to be planned and implemented ab initio.

Obviously this absence of comprehensive and sufficiently detailed plan to act upon was not difficult. The government of free India could have appointed an Education Commission as it ultimately did in 1964. But this decision was not taken then and the developments in education in the country were attempted for nearly two decades (1947-65) without any direction and firm policy. This ad-hocism is certainly one of the important factors responsible for the large spurt in illiteracy today.

The government of independent India also did not take steps to create a sufficiently critical mass of active and competent workers who could help to play the transformation of educational system.

An examination of the inter-se priorities between different sectors of education reveal that personal and social factors played important role than rational choices. Nehru had a great faith in universities and in higher education and believed that higher education must be developed on priority basis, in the larger interests of the country. Relatively speaking, he did not show deep commitment either to elementary or adult education. Universal elementary and Adult Education ought to have been accorded the highest priority because along with adult franchise it would have helped in the process of effective political decision-making like electoral choices and through that achieve the real transfer of power to the masses which was the overt aim of the national leadership.
However, of the two sectors of education i.e. primary education and adult education, the neglect of adult education was more conspicuous because primary education managed to claim a little more of attention. This was because primary education constitutes the first and indispensable rung of the ladder for formal and formally institutionalized education. In other words, primary school education forms part of the elite education system and bourgeoisie democratic cultures could not really afford to neglect the conventionally important channels of elite education i.e. education at college and university levels. In this manner, primary education, paradoxically enough, satisfied both the claims of democratic conscience on the one hand, elitist demands on the other. It is not without significance that primary education was raised to the prestigious pedestal of being incorporated into the chapter on Directive Principles of State policy of the Indian Constitution. There is no mention of the promotion of adult education in that chapter.

The other most important reason advanced then and is being shared still for according low priority to adult education is that, in the long run the provision of universal elementary education was the surest way to liquidate illiteracy and that if the goal of universalising elementary education for 6-14 within 10 years was achieved it would be unnecessary to launch a massive programme of Adult Education.

It would also seem apparent that no strong social and political demand is being made from any quarter to reverse the policy of according lowest priority to adult education. The people themselves were poor and unorganized and the type of education that was provided in elementary schools and in
adult education centres was not felt by them or as an acquisition of value. The opposition parties including leftists could hardly make an impact and they did not make adult education an issue in the political struggles. The only group that fought for these programmes consistently is a group of Gandhians, a few academicians and social workers.

The Government accepted the proposal of the Central Advisory Board of Education to change the nomenclature of adult education to social education in 1949. The programme was implemented as part of community development programme upto 58-59 and later the programme was managed by the Panchayati Raj Institutions upto 1962 when the Farmer's Functional Literacy Programme which came into operation which was implemented upto 1977. The progress of these programmes can be gauged from the following table.

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Centres</th>
<th>Enrolment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950-51</td>
<td>48,556</td>
<td>12,56,011</td>
</tr>
<tr>
<td>1955-56</td>
<td>46,091</td>
<td>12,82,710</td>
</tr>
<tr>
<td>1960-61</td>
<td>62,815</td>
<td>14,94,794</td>
</tr>
<tr>
<td>1965-66</td>
<td>17,912</td>
<td>16,37,541</td>
</tr>
<tr>
<td>1975-76</td>
<td>17,774</td>
<td>4,39,034</td>
</tr>
</tbody>
</table>

* Source: J.P. "National Adult Education Policy" (1947-78).
The table reveals that throughout this period there were on an average about fifty thousand Adult Education Centres run either with the Government's financial help or on purely voluntary basis and that about 12-15 lakhs adults were made literate at a small cost, the total investment in the whole programme being less than one per cent of the total educational expenditure.

The large success in Adult Education Centres on 1965-66 was mainly due to the Gram Shikshan Mohim in Maharashtra a voluntary movement conducted by a very little cost which initially showed great promise but which ultimately faced away with marginal success. In 1965-66 this movement in Maharashtra accounted for 1,83,013 centres with an enrolment of 8,45,646. This did not exist in 1950-51 and if allowance was made for it, then it would be seen that the overall position of Adult Education in country really became worse in 1975-76.

In the sixties, many aspects of public policies came under introspection, critical evaluation, revision. This was because sixties saw two wars fought by India, one in 1962 with China and another in 1965 with Pakistan. The Chinese aggression of 1962 and the poor show made by India on the occasion came as a rude shock to every one and created a mood of introspection in which the very validity of all our developmental efforts was seriously questioned. Education was no exception and people began to ask as to why we had lagged behind in education although in 1949 the educational situation in the two countries was almost similar.
The Chinese success in the war had made Indians credit the Chinese socio-political system with a great level of achievement. Whatever be the truth in the assessment of the Chinese situation (particularly in view of the current denigrating reappraisal of the Chinese success by the Chinese themselves) there was no doubt that many an Indian attributed to China an all round success in development including in the field of education.

The commitment of the Chinese to the revolutionary cause, as exemplified by the degree of mobilization in the Chinese military and civilian cadres, made Indians reflect on education as an effective mobilizer of people to certain types of enduring commitments, not necessarily ideological commitments. Thus the concept of education to the masses once again surfaced in a conspicuous manner. The Sino-Indian war challenging the existing complex sense over various aspects of public policy in India was only one of the reasons for re-thinking on educational policy. There was of course the already existing realization that a comprehensive educational policy was to be formulated in the country.

The old demand for the appointment of an Education Commission which will examine comprehensively the educational scene in our country revived, the then Minister for Education Sri M.C. Chagla at the Centre responded to the general mood and appointed the Education Commission, with Dr. D.S. Kothari the noted Physicist and Educationist as the Chairman of the Commission.

The main issue with which the Commission was charged was to suggest a national pattern of education and the general principles and policies for the development of education at all the stages and in all aspects.
It may be worthwhile to recall here that the Commission was the sixth commission appointed by the Government of India. The first was the Indian Education Commission (1882) which dealt mainly with school education. It reviewed the progress of education in the country since the Education Despatch of 1854 and laid down broad guidelines of policy for the development of education over the next two decades (1882–1902). The second was the Indian University's Commission (1902) which reviewed the development of higher education since the establishment of three Universities at Bombay, Madras, Calcutta in 1857 and made recommendations for the reorganization of Indian Universities. The third was the Calcutta University Commission (1917–19) which reviewed the development of secondary and higher education in Bengal and made suggestions for the reorganization of the Calcutta University and the establishment of a new University at Dacca. The fourth, and the first to be appointed in the post-independence period was the University education (1948–49) which reviewed the development of higher education in the country and made proposals for its future expansion and improvement. A similar function for secondary education was performed by the Secondary Education Commission (1952) which was the fifth in the series.

It will thus be seen that the policy whether in the pre-independence period or later was to look at education in a compartmentalized fashion and that no commission had ever been appointed for primary and adult education.

A strong demand was therefore made in the fifties, and early sixties that the Government of India should appoint to look at education as a whole
including adult and primary education. It was in response to this demand that the Central Government appointed the Education Commission (1964-66) at the initiative of M.C. Chagla, the then Minister of Education at the Centre and entrusted it with the task of looking at the entire spectrum of education, except the highly professional areas like the legal and medical education. This is, therefore, the first Commission in our educational history to look comprehensively at almost all aspects of education. The commission headed by Dr. D.S. Kothari had prepared a blue print of educational development in India spread over 20 years (1966-86).

The Commission recommended that a very high priority should be given to adult education and it had even ambitiously set a deadline to liquidate illiteracy among adults (1985). Recognising importance of voluntary agencies in the successful implementation of qualitative policies like Adult Education in general and developmental programmes in particular, the commission specifically said that voluntary agencies working in these fields should be given every encouragement, financially and technically. Adult education is an area ideally suited to voluntary effort and the work to be done is of such dimensions that mobilization of this will play crucial role in the success of our plan. With the report of the education in hand, the government took further steps in the process of formulating a national policy on education. In order to raise the subject of education above party considerations and also with a view to obtain consensus among political parties, the Minister of Education Br. Trigun Sen, constituted a Committee of Members of Parliament belonging to all political parties with an
expectation that the Members of the Committee would provide a working
draft of the national policy on education. It was also thought that the
National Policy on Education would pave the way for national education act.

The committee of Members of Parliament received with considerable
enthusiasm the recommendations of the Commission on Adult Education. In
its report it said, "the liquidation of mass illiteracy is essential, not
only for accelerating programme of production, especially in agriculture
but by quickening the tempo of national development in general. Plans to
accelerate the spread of literacy should therefore be prepared and intensively
implemented on several fronts. With a view to reducing new additions to
the ranks of adult illiterates, part-time literacy classes should be
organized for grown-up children (age group 11-17) who did not attend school
or have lapsed into illiteracy. All employees in large commercial industrial
and other concerns should be made functionally literate within a prescribed
period of their employment and a lead in this direction should be given by
the industrial plants in public sector. Similarly, teachers, students
and educational institutions should be actively involved in literacy campaign,
especially as a part of the social or national service programmes. The
achievements of literacy should be sustained by the provision of
attractive reading materials and library services to the new literates."

The national policy on education which was issued subsequently (1968)
more or less repeats recommendations of the Members of Parliament Committee
on Adult Education. The government reiterated that "the liquidation of
mass illiteracy is necessary not only for promoting participation in the working of democratic institutions and for accelerating programmes of production, especially in agriculture, but for quickening the tempo of national development. The policy statement further states that 'special emphasis should be given to the education of young practicing farmers and to the training of youth for self-employment.

In pursuance of the policy the Government did include Adult Education in the Fourth Plan. A special programme was launched to train young farmers in High Yielding Technology. The Farmers Functional Literacy Programme (F F L 3?) which was inaugurated in 1967-68 was intended to bring a new emphasis to the concept of Adult Education by the addition of functionality component to it.

It was implemented in selected blocks in all states. Since it was tagged on to the Green Revolution - one of the most successful programmes in agriculture in India, it has succeeded to some extent. But the programme had not reached many people especially the marginal and small farmers who incidentally constitute the majority of adult illiterate population in our country.

Summary:

The foregoing reveals that the policy makers have made only half-hearted attempts in tackling the problem of illiteracy among the adults in our country. Immediately after independence, the programme of adult education
was re-designated as social education and was implemented as part of the community development programme up to 1956-57 and in the period that followed and up to 1965-66 the Panchayati Raj institutions were entrusted with the responsibility of implementing the social education programme. These institutions themselves lost their importance by the end of third plan and a new programme was formulated with a view to imparting functional literacy skills among young farmers with a view to increase agricultural productivity. The spread of these programmes was thin and compared to magnitude of illiteracy these programmes did not make a significant impact.

The year 1977 saw change in the government at the Centre. The Janata Party which came to power in 1977 attempted in a big way to re-align priorities in education. In the scheme of re-alignment adult education was being accorded top priority. The policy statement which was released in 1978 on National Adult Education Programme recognizing the need for a massive programme to educate adult illiterates, it declared that "the government have resolved to wage a *clearly-conceived, well-planned and relentless struggle against illiteracy to enable masses to play an active role in social and cultural change".31 Reviewing the progress of the programmes earlier the statement recorded that "in the post independence period, the achievement in the field of literacy have been far from satisfactory'. In 1947, the rate of literacy was 14 per cent which rose to 54.45 per cent (excluding the age group of 0-4) in 1971. Yet, owing to population increase and half-heartedness of the past effort, the
number of illiterate persons has risen from 247 million in 1951 to 307 million in 1971. The statement further added that "according to the Census of 1971 the total number of illiterate persons above 14 years of age is 209.5 million of which 97.1 million are in the age group of 15-35 which is likely to be about 100 million at present. A massive programme should be launched to cover this vast segment of population in 15-35 age group as far as possible within five years of its launching." Thus the Janata Government set the deadline of five year period (from 1978-83) to cover about 100 million adult illiterates through out the country.

The government planned to implement the programme through a multiplicity of agencies which include governmental, voluntary, private and public sector industry and institutions for formal education. Thus the National Adult Education Programme was launched on October 2, 1978 with a goal of educating 100 million illiterates in the age group of 15-35. An outlay of Rs. 200 crores was provided in the Sixth draft Five Year Plan (1978-83) for implementing this programme.

As noted earlier a unique feature of the Janata adult education policy is the precedence given to voluntary agencies in the implementation.

The present study is an attempt to examine the process of implementation of the National Adult Education Programme through voluntary agencies for the following reasons: Firstly, the problems in implementation of this massive adult education programme afford a rich area for understanding of the process of public administration, secondly, an understanding of the implementation enables the researcher to make policy recommendations which
obviously constitute an integrated part of studies in public policy and finally the implementation of adult education programme is to some extent unique as a good part of it is entrusted to non-governmental organizations, especially to voluntary agencies.

The objectives of the present study are as follows:

1) To study and analyse the functioning of voluntary agencies involved in National Adult Education Programme with reference to staffing pattern, recruitment and training of instructors and supervisors, supply of teaching materials, problems encountered in running adult education centres and suggestions to improve the programme.

2) To analyse the working of adult education centres - location, facilities and functioning.

3) To determine the socio-economic background of the learners, dropouts, and potential learners.

4) To assess the achievement of learners in terms of literacy and numeracy skills, the level of social awareness and improvement of functional skills of the learners all of which are goals of the National Adult Education Programme.

5) To analyse the socio-economic background of instructors and supervisors and its correlation with the programme and also to analyse their attitudes towards the aims and methods of the programme.

6) To examine the performance of the voluntary agencies in the implementation of National Adult Education Programme.
Before we analyse the process of the implementation of the National Adult Education Programme with the above objectives in mind, an attempt would be made in the next chapter to examine the correlation between education and social change and development as a backdrop to the imperatives that are behind the evolution of adult education policy.

Methodology

The National Adult Education Programme which has recently been started in 1978 on a large scale throughout the country is relatively a new programme. Some studies have already been reviewed on this programme. However, they are mostly evaluative studies.

The objectives of the present study have already been mentioned in the previous section. The following methods are employed to study the objectives,

1. Primary sources
2. Secondary sources

Primary data was collected by canvassing interview schedules to (1) learners, (2) dropouts and (3) potential learners and also from (4) instructors and (5) Supervisors.

Published reports and other documentary sources constitute the secondary sources.

Universe

The area selected for the study is Andhra Pradesh. A.P. occupies the 23rd position in literacy among 22 states and 10 Union territories in our
country according to 1981 Census. It is one of the darkest spots on the literacy map of India where in about 71 per cent of the total population are illiterates in all age groups. The above reasons prompted the investigator to select A.P. as the area of study besides other logistical considerations like time and money.

Period of the study

The period for the study chosen is 1979-80 the first year of National Adult programme in Andhra Pradesh.

The programme is being implemented through five types of agencies which include State Government’s voluntary agencies, Nehru Yuvak Kendra, Universities and Colleges and Integrated Child Development Schemes.

In 1979-80 nine voluntary agencies were granted financial assistance by the Central Ministry of Education and Social Welfare for implementation of National Adult Education Programme in Andhra Pradesh. The names of the agencies, the areas of operation and the number of centres sanctioned are given in the following table.

Table - 4

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Name of the Agency</th>
<th>Area of operation</th>
<th>No. of Centres</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Andhra Mahila Sabha, Hyderabad</td>
<td>Huzurnagar 100</td>
<td>300</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Sircilla 100</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Jangaon 1100</td>
<td></td>
</tr>
</tbody>
</table>
The area of the operation of the voluntary agencies which have implemented N A E P is spread over eight districts in Andhra Pradesh, which include Guntur, Krishna, Prakasam and Visakhapatnam in what is popularly

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Name of the Agency</th>
<th>Area of Operation</th>
<th>No. of Centres</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.</td>
<td>Andhra Pradesh Rashtra Adimajati Sevak Sangh, Vijayawada</td>
<td>Tenali Guntur Dt.</td>
<td>60</td>
</tr>
<tr>
<td>3.</td>
<td>Bhagavathula Charitable Trust, Yellamanchili</td>
<td>Yellamanchili Vizag Dt.</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>Bharateeya Adimajati Sevak Sangh, Hyderabad</td>
<td>Narasampet</td>
<td>100</td>
</tr>
<tr>
<td>5.</td>
<td>Comprehensive Rural Operation Service Society Bhongir</td>
<td>Bhongir Tq.</td>
<td>30</td>
</tr>
<tr>
<td>6.</td>
<td>Durga Sangh Seva Samaj Vijayawada</td>
<td>Gannavaram</td>
<td>30</td>
</tr>
<tr>
<td>7.</td>
<td>Hindu Kust Nivaran Sangh Hyderabad</td>
<td>Jammikunta</td>
<td>60</td>
</tr>
<tr>
<td></td>
<td>Village Reconstruction Organization, Guntur</td>
<td>Guntur Prakasam Krishna</td>
<td>79/100</td>
</tr>
<tr>
<td>9.</td>
<td>Weaker Community Action for Development and Liberation, Hyderabad</td>
<td>Shadnagar Tq Mahboobnagar Dt.</td>
<td>30</td>
</tr>
</tbody>
</table>
known as coastal region of the State, Warangal, Nalgonda, Karimnagar and Mahboobnagar what is known as Telangana region of the State. No voluntary agency was given financial sanction in Rayalaseema area to implement the National Adult Education Programme.

In order to select the sample of voluntary agencies, the eight districts where the agencies have implemented the National Adult Education Programme have been classified into three categories according to the literacy percentage (1971 census). The following table gives the idea of the method adopted.

**Table - 5**

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Name of the District</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>Classification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Krishna</td>
<td>54.4</td>
<td>38.6</td>
<td>47.0</td>
<td>I Category Above 40%</td>
</tr>
<tr>
<td>2.</td>
<td>Guntur</td>
<td>54.4</td>
<td>30.7</td>
<td>42.9</td>
<td>Advanced</td>
</tr>
<tr>
<td>3.</td>
<td>Prakasam</td>
<td>46.6</td>
<td>18.2</td>
<td>32.2</td>
<td>II</td>
</tr>
<tr>
<td>4.</td>
<td>Visakhapatnam</td>
<td>42.4</td>
<td>18.4</td>
<td>30.3</td>
<td>30 per cent and above Less advanced</td>
</tr>
<tr>
<td>5.</td>
<td>Warangal</td>
<td>39.0</td>
<td>13.3</td>
<td>26.1</td>
<td>III</td>
</tr>
<tr>
<td>6.</td>
<td>Nalgonda</td>
<td>37.0</td>
<td>12.8</td>
<td>25.0</td>
<td>Backward</td>
</tr>
<tr>
<td>7.</td>
<td>Karimnagar</td>
<td>35.5</td>
<td>9.1</td>
<td>22.2</td>
<td>Above 20</td>
</tr>
<tr>
<td>8.</td>
<td>Mahboobnagar</td>
<td>34.2</td>
<td>10.5</td>
<td>21.9</td>
<td>Below 30</td>
</tr>
</tbody>
</table>
The eight districts were classified into three categories.

Category I: Advanced
Districts with 40 literacy per cent and above.

Category II: Less advanced
Districts with literacy percentage of 30 and above.

Category III: Backward
Districts with literacy percentage between 20-30.

The literacy percentage in the first category (Krishna and Guntur) is not only the highest in the sample but is also above national average which was 29.5 per cent according to 1971 census. Sri Druga Sangh Seva Samaj was selected in the first category which has implemented National Adult Education Programme in Gannavaram block of Krishna district for the study. From the second category one agency i.e. Bhagavathula Charitable Trust (BOT) which has implemented the programme in Yellamanchili block of the Visakhapatnam district was selected. From the third category one more agency was selected, i.e. Comprehensive Rural Operations Service Society (CROSS), which has implemented the programme in Bhongir block of Nalgonda district.

In order to have a bigger sample and also to protect the representativeness of the sample it has been decided to select one more agency from the third category as it is the third category which is backward and any
impact of the *programme* is worth studying. The agency that has been selected is Andhra Mahila Sabha, Hyderabad. Thus the total sample selected for the study consists of four voluntary *organizations*.

The following table gives the details of the sample.

**Table - 6**  
**Agencies in the Sample and the number of Adult Education Centres sanctioned**

<table>
<thead>
<tr>
<th>Sl.No.</th>
<th>Name of the Agency</th>
<th>Head Quarters</th>
<th>Area of Operation</th>
<th>No.of Centres sanctioned</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td><em>Durga</em> Sangh Seva Samaj (DSSS)</td>
<td>Vijayawada Kr. Dt.</td>
<td>Gannavaram Block, Kr. Dt.</td>
<td>30</td>
</tr>
<tr>
<td>2.</td>
<td>Bhagavathula Charitable Trust (BCT)</td>
<td>Yellamanchili Vizag Dt.</td>
<td>Yellamanchili Block, Vizag Dt.</td>
<td>30</td>
</tr>
<tr>
<td>4.</td>
<td>Andhra Mahila Sabha (AMS)</td>
<td>Hyderabad</td>
<td>Karimnagar</td>
<td>100</td>
</tr>
</tbody>
</table>

Total number of Centres 190

It may also be mentioned here that the sample consists of two types of organizations. Bhagavathula Charitable Trust (BCT) and Comprehensive...
Rural Operations Service Society (CROSS) are general organisations and the two women's organizations. They are Andhra Mahila Sabha (AMS) and Durga Sangh Seva Samaj (D S S). All the agencies selected have some previous experience in adult education programme though the length of experience varies considerably.

**Size of the sample:**

Ten per cent of the total number of centres run by the agencies constitute the sample of Adult Education centres for the study. The total number of adult education centres run by the four agencies in the sample are 190 and ten per cent of it comes to 19. The method followed in selecting the adult education centres in various areas is stratified purposive random sampling. The list of adult education centres under different agencies in the sample is appended.

Further the sample consists of learners, dropouts, potential learners, instructors and supervisors. The details are given below.

**Learners:** The prescribed strength of an adult education centre is thirty. Thus the total number of learners enrolled in 19 adult education centres comes to 570. It has been decided to take 30 per cent of the total number of enrolled which comes to about 172 learners which is considered fairly good sample.

**Dropouts:** Three dropouts per an adult education are selected through the method of incidental sampling. Their total number comes to 57 at rate
of three per centre of the 19 adult education centres.

Potential learners: At the rate of two potential learners per an Adult Education Centre in the sample, the total number of potential learners in the sample comes to 38.

Instructors: All the instructors of the nineteen adult education centres constitute the sample.

Supervisors: All the Supervisors of the four agencies constitute the sample for the study.

Project Officers: All the Project Officers of the four agencies come under the sample. The following table gives the details of the sample.

<table>
<thead>
<tr>
<th>Category of Respondents</th>
<th>Table - 7</th>
</tr>
</thead>
<tbody>
<tr>
<td>Respondents</td>
<td></td>
</tr>
<tr>
<td>Learners</td>
<td>90 27 27 27 171</td>
</tr>
<tr>
<td>Dropouts</td>
<td>30 9 9 9 57</td>
</tr>
<tr>
<td>Potential Learners</td>
<td>20 6 6 6 38</td>
</tr>
<tr>
<td>Instructors</td>
<td>10 3 3 3 19</td>
</tr>
<tr>
<td>Supervisors</td>
<td>1 1 1 1 4</td>
</tr>
<tr>
<td>Project Officers</td>
<td>1 1 1 1 4</td>
</tr>
<tr>
<td>Director of Adult</td>
<td>- - - - 1</td>
</tr>
<tr>
<td>Education</td>
<td></td>
</tr>
<tr>
<td>Asst. Director (Volu.</td>
<td>- - - - 1</td>
</tr>
<tr>
<td>Agencies)</td>
<td></td>
</tr>
<tr>
<td>Project Officers</td>
<td>- - - - 2</td>
</tr>
<tr>
<td>Total respondents</td>
<td>297</td>
</tr>
</tbody>
</table>

Source: List of Adult Education Centres/Villages in the Sample is appended.
The limitations of the study and profiles of the voluntary agencies in the sample follow.

**Study of Agencies and Limitations:**

Empirical studies suffer from certain limitations. Apart from their tendency to jump to conclusions they exhibit a proneness to generalization. This study also has had to reckon with this limitation, though it has tried to minimise it. Some of the limitations of this study are mentioned here under:

First, the agencies were selected on the basis of 1971 Census literacy statistics in the districts as the 1981 Census had not been published at the time of the commencement of the study.

Secondly, the focus was mainly on voluntary agencies. In the districts where the agencies carried out their programme there were other agencies like the State Government, Universities and Colleges, Nehru Yuvak Kendras and welfare departments engaged in similar programme. But owing to logistical constraints no comparative analysis has been attempted, although the investigator is aware of its advantages specially in respect of such questions as that of the dropouts.

Thirdly, though structured interview schedules were prepared for the Principal Officers of the Voluntary Agencies they failed to elicit the kind of response which was expected due to several factors like the
non-availability of most of the **office-bearers** and the tendency of those available being **evasive** in their **replies**. That is why after the pre-testing stage itself it was given up and in its place an interview guide was prepared to gather the views of office bearers on **N A E P**.

Fourthly, only the essential aspects of the programme were studied without losing sight of the **programme** as a whole because of lack of time. The study does not claim to be exhaustive either in its administrative or policy aspects, since it has concerned itself mainly with such important aspects as co-ordination which are considered central to its objective.

Coming to the analysis part of the study the **investigator** has not employed any highly sophisticated statistical tests to quantify the data but only fairly simple statistical techniques.

Finally, in determining the impact of the programme the schedule on learners was administered only once to the respondents. In other words, it is not a longitudinal study, i.e. the investigator has not visited the centres more than once. It may be true that the process of learning or the ability to learn can be gauged more accurately if longitudinal method of enquiry is adopted, i.e. spread over a period of a year or the length of a programme like the 10 month stipulated of **N A E P**.

As for field problems, the investigator has faced such problems as are usually faced in such studies.
Inspite of adequate planning like informing the office-bearers of the sample agencies well in advance the investigator faced the problems of the non-availability of the officers, which did upset the time schedule of the investigator.

Again, the researcher encountered the problem of determining the age of the respondents, especially the learners, potential learners and drop-outs. The age as revealed by the respondents as reported is not supported by any evidence. The investigator tried to cross-check the data by asking the village headman in several cases. The investigator had doubts about the correctness of the age as given out by the respondents on a good number of cases, since it did not correspond to their appearance.

Again in spite of his best efforts the researcher failed to establish rapport with some of the respondents who viewed his mission with suspicion. Some thought that the investigator was a Government official and treated him like a Tahsildar or a Police Officer. In both instances the researcher found it difficult to communicate with the respondents effectively.

Rural women were found to be hesitant, frightened and shy of talking to the researcher.

Owing to migration of some villagers, the researcher was forced to redraw his sample repeatedly. In some cases the researcher could not persuade them to respond to the schedule and in some others found them hostile.
Profiles of the Agencies in the Sample

1. Andhra Mahila Sabha (A M S) J

The Andhra Mahila Sabha was established in 1937. The activities of the Andhra Mahila Sabha are varied and cover a wide range of social services including extension of medical services, training of nurses, training of women in handicrafts, education for girls from the pre-primary level to the college level, teachers' education, adult literacy and condensed courses of education of girls and adult women. The Literacy House established in 1972 is the principal wing of the A M S primarily engaged in Adult Education and literacy programmes.

The main objectives of the AM S are (1) to train earnest and efficient workers and harness their services for the progress of Indian women, (2) to promote the education of women, (3) to promote the health and education of children, (4) to establish and maintain hospitals and nursing homes for women and (5) to undertake programmes of adult education and Literacy in general.

The first Literacy House was established at Lucknow, the second in the South was set-up in Hyderabad mainly owing to the untiring efforts of the late Dr. (Mrs) Durga Bai Deshmukh, the well-known freedom fighter, Gandhian and social worker of India. The Sabha first took up the Farmers Functional Literacy Project in one of the backward districts in Andhra Pradesh in the third quarter of the sixties. The Government of Andhra Pradesh
subsequently involved the Mahila Sabha in a big way in running ten projects in various districts. Thus, the Andhra Mahila Sabha (A M S) has acquired considerable experience in the field of Adult Education.

2. Bhagavathula Charitable Trust (B C T)

Though formally registered in 1976 the B C T has been well-known in Yellamanchili area since the middle of the sixties. It came to prominence in recent years thanks to the efforts of Dr, B. V. Parameswara Rao a scientist-engineer turned voluntary social worker.

Starting with the establishment of a High School in 1967, it soon expanded its activities with a salt factory in 1969 with the help of Andhra Pradesh Small Scale Industries Development Corporation, a co-operative Farmers' Service Centre in 1974 and a Cattle-cross Breeding Farm in 1975. In addition, it sponsored several income and employment generating projects, several of which, as stated in one of its annual reports, were scuttled by powerful vested interests of local area.

Thus the B C T runs a host of economic programmes. Broadly guided by Sarvodaya philosophy, this agency endeavours to associate the villagers with most of its programmes and projects. For instance, the agency mobilised about five hundred villagers for the diversion of Godavari Waters in 1982. Undaunted by the machinations of local politicians the agency could forge ahead with its plans and polities.
The main objectives of the agency as can be called from its annual reports are (i) to develop small, marginal farmers, landless labourers, artisans, women and youth; (ii) to serve as a 'catalyst' and an educator for the development of its clientele; (iii) to explore the possibilities for the use of local resources and relevant technologies, (iv) to train man power; (v) to build up local leadership with a view to enabling them to handle their problems; (vi) to encourage self-help and group action; (vii) to continuously endeavour for bringing in innovations and new strategies for rural development.

The operational sphere of the agency extends to about 60 villages in and around Yellamanchili, (50 kilometers from the port city of Visakhapatnam).

Since 1976, the agency has made considerable progress in rural development and is heading for a big breakthrough with its expansion programme.

Thus E.C.T. simultaneously is engaged in several economic and educational programmes.


With its headquarters at Bhongir (35 kilometers from Hyderabad) the Comprehensive Rural Operations Service Society was established in 1975. Its main aim is to carry out comprehensive development programmes in rural areas for the development of the poor by the poor irrespective of caste and religion. The major target group is that of Harijans who are economically most backward. Some of the important activities include,
(i) adult education, (ii) community organization, (iii) development of the irrigation water sources, (iv) dairy development and other economic programmes, (vi) rural medical education and services and (vi) agriculture extension services.

Its areas of operation is spread over 150 villages around Bhongir, Motkur and other taluqs in Nalgonda district and functions through village 'Sanghams'. Education, and particularly adult education, constitutes an important part of the developmental package.

4. **Durga Sangh Seva Samaj (D S S)**

Located in Vijayawada (about 350 kilometers from Hyderabad) and established in the sixties, Durga Sangh Seva Samaj is one of the earliest women's organisations in Andhra Pradesh. Its main objective is to encourage women to acquire formal educational qualifications like those of Matriculation and Graduation. The agency also trains women in tailoring, embroidery and other crafts. Funded programmewise by the State Government Women's financial and welfare agencies and the Central Social Welfare Boards, this agency is managed by a few women workers. The overall administration is looked after by a retired Headmaster.

Except helping needy women with scholarships, coaching them for various examinations, the agency does not seem to undertake any major programme. However, the agency is committed to the upliftment of the women.

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FOOTNOTES


7. See James E. Anderson, For an interesting discussion on the role of bureaucracy in Public Policy Making.


10. See Von Mises, *Road to Freedom*.


12. Ibid, p. 149.

13. Ibid, p. 156.


16. Ibid, p. VII

17. Ibid.


22. Ibid, p. 43.


30. Ibid

