Adult Education in its broad sense, is old as the human society itself. For obtaining a historical perspective of Adult Education, it should be appreciated that while men were ignorant of letters, they had established their character as learners and discovered the advantages and at last some of the basic techniques of transmitting knowledge. Education in the real sense preceded literacy and even now it transcends literacy. Adult Education has deep roots in the history of human civilisation.

The literacy movement in India was started towards the beginning of the 5th decade of the 19th century. In the year of 1853, Iswar Chandra Bidyasagar started an adult Education centre in his own village Birshinga of Midnapur district of Bengal. Then in the year of 1855 Keshab Chandra Sen established "Kolutula Naisa Vidyalaya" for education of the masses. So Bengal may be called as the pioneer in literacy movement in India.

But literacy movement as an organised form was started in India towards the beginning of the second decade of the 20th Century. The development of literacy movement in India may be divided into two parts, pre-Independence and post Independence.
DEVELOPMENT IN THE PRE INDEPENDENCE PERIOD:

Sir M. Visvasvaraya, the Dewan of Mysore State in 1912, made an earnest effort for the education of adults by starting night schools and establishing circulating libraries. During this period Rabindra Nath Tagore also started a campaign against illiteracy in his own state Bengal. He trained a number of enthusiastic young men and sent them to the villages for the uplift of villagers by literacy activities. Inspired by Tagore's experiment a Christian worker H.R. Hamley started a similar campaign in Bombay. Literacy campaigns specially night schools were started in the different states in the United provinces, Punjab, Madhya Pradesh, besides Madras, Bengal and Bombay. The first world war gave a considerable impetus to the literacy movement in India. Our soldiers who had fought in foreign lands broadened their progressive outlook and began to take keen interest in education in general and Adult Education in particular. In the year 1925 the Servants of India society, founded by G.K. Gokhle started some Adult Education centres. In 1926 the Y.M.C.A. organised some Adult Education schools in the villages of South India. The movement had reached its zenith in Punjab, in the year 1926-27 and in India in 1927-28 and then it began to lose ground steadily due to economic and communal causes. The period from 1927 to 1937 can be said as the period of decline in literacy movement because of economic depression, political disturbance and communal bitterness. By 1937 the literacy movement had practically failed. As many as 95% adult school had been closed down.

The literacy movement got a fresh impetus by the visit of Dr. Frank Lauback and Mr. and Mrs. Williams in India in 1938. They
had rich experience and active interest in the field of adult education. Dr. Lauback gave a new slogan "Each one Teach one". It would be most appropriate to quote from his book, "India shall be literate. If each literate man and women in India (8% of the population) could and would teach just one illiterate in a year, it would require theoretically five years to complete the task". But this plan also did not bring the desired results due to certain reasons.

Adult education intended to provide a second opportunity to those who missed out formal schooling. Mahatma Gandhi emphasised the need for universal Basic education for all children and adult education with a moral component to be added to adult education. Mass illiteracy according to him was India's 'Sin and shame'. During British rule in India literacy grew at a very slow rate. In 1901, literacy in India was only 5.35% which grew to only 16.67% in 1951. In fifty years literacy in India grew at the rate of 0.22% per year. In 1937 when Congress Government was formed in the provinces, an attempt was made to broaden primary education and spread literacy among adults. Unfortunately, the Congress Government resigned in 1939 and the campaign started by them could not sustain the same tempo and momentum. During these two years while no spectacular results were achieved a sense of responsibility was provided to the movement. However, Adult Education was accepted as a definite responsibility of the Government. The period from 1937-40 can be regraded as the beginning of literacy movement in India.

2.1.2: COMMITTEE ON ADULT EDUCATION, 1939:

In 1939, Government of India formulated a committee on Adult
Education of the Central Advisory Board of Education with Dr. Syed Mahmud, Minister of Education, Government of Bihar as its Chairman, since the committee was the first of its kind of Adult Education it may be useful to examine it in some detail. The committee recommended the following mandate:

1. To define the sphere of Adult Education in the general system of education.

2. To consider whether it is desirable to distinguish between Adult Education in the strict sense and other forms of part time continuative education such as those of a vocational character.

3. To consider whether students already undergoing full time instruction should be encouraged or allowed to attend Adult Education classes. If so whether any minimum age should be fixed.

4. To consider how far the problem of providing adequate facilities for Adult Education can be solved by using and developed existing agencies urban and rural areas, and in this connection to consider the function of the University and the technical commercial or arts colleges in relation to Adult Education.

5. To explore the possibility of finding new ways of tackling the problem.
6. To consider question of method and technique including the introduction of mechanical aids to learning whatever is practicable.

7. To consider the question of the supply and training of teachers for Adult Education.

8. To consider the provision of literacy facilities and of suitable reading materials in urban and rural areas.

9. To consider what special arrangement should be made for women's Adult Education - its nature and organisation.

10. To consider what steps can be taken to enlist the practical support of large employers of labour for imparting Adult education to their employees.

11. To consider the general administrative arrangements necessary to promote the spread of Adult Education, including ways and means to finance the same.

12. To consider the advisability of starting a bureau of Adult Education in each province with the object of collecting and furnishing information regarding the literature suitable for adults and giving publicity to new methods and experiments being tried out in different places. The committee on Adult Education suggested that the function of Adult Education in
the general system of education may be defined as -

(a) To make grown-ups literate in the narrow-sense.
(b) To encourage adults who are already literate to continue their education by providing them facilities.
(c) To enable adults who show the capacity for its proceed to advanced education.

The committee also suggested that the success of adult literacy would depend on -

(i) Ascertain the number of adult population who are illiterate.
(ii) Putting pressure on illiterate to undergo instruction,
(iii) Providing instruction in language they understand.
(iv) Recruiting competent teachers and
(v) Providing facilities so that literacy may become permanent.

To eradicate illiteracy completely and to make illiterates voluntary participate in literacy programmes the committee suggested that literacy should be made a pre. condition for employment and exercise of franchise. For those who are already employed after due notice, thumb impressions instead of signature should be made invalid on legal documents, while Universities and voluntary bodies should be enlisted to provide assistance in Adult Education programmes, the contents of education should help the adults to improve his economic prospects. Special attention should be devoted to the needs of women. The committee also made specific recommendations on the structure and
process of a bureau of Adult Education.

The significance of this report lies in the fact that during British India it was realised that education and literacy are the most important pre-requisites for social reconstruction and that all attempts should be made, not only to make adults literate but to keep them literate.

But after the second world war the literacy movement received a setback. Two factors responsible for this setback were Quit India Movement and communal tension in the country. The tempo of the previous period could not be maintained. The number of Adult Education centres decreased in those years.

2.1.3: DEVELOPMENT IN THE POST INDEPENDENCE PERIOD:

For centuries, the masses have been habituated to adjust their lives with the handicap of illiteracy and so they have not shown any signs of eagerness to remove this handicap. This perpetual handicap created many blocks on the path to development. For this reason it was felt that there is a need for a broad based adult education programme which could create new environment and act as an impetus for the masses to remove the handicap of illiteracy.

Eradication of illiteracy was accepted as a definite responsibility of the Government of India after 1947. It began to be viewed as education for life and not merely the learning of the alphabet. With this changing concept new agencies of Adult Education
came into existence. Certain voluntary organisations like Indian Adult Education Association were formed. After independence systematic and vigorous attempts have been made at central level and state level for eradication of illiteracy from the soil of India.

2.1.4: SOCIAL EDUCATION:

The post Independence period era in literacy movement is characterised by a general emergence of the concept of social character. The Central Advisory Board of Education at its 14th meeting in January 1948 expressed the view that the organisation of Adult Education in India had become imperative. A sub-committee set-up under the chairmanship of Sri Mohanlal Saxena, recommended inter alia, that greater emphasis should be laid on general education to enable every Indian to participate effectively in new social order. It recommended that the provincial Government should provide funds for Adult Education. It laid down target for the removal of 50% illiteracy in the next five years. At the 15th meeting of the Central Advisory Board of Education held at Allahabad a new impetus to the movement was given by Maulana Abul Kalam Azad, the then Education Minister who called it 'Social Education' instead of Adult Education. This concept included elements of education for democracy, citizenship and health and education for desirable social change. The events of Social Education were broadened with a view to building up a comprehensive programme of education, for life covering numerous helpful activities around the core activity of literacy. The following objectives of Social education were identified:

(i) To instil a consciousness of the rights and duties of citizenship and
foster a spirit of service to community.

(2) To develop love for democracy and impart an understanding of the way in which democracy functions.

(3) To disseminate knowledge of the outstanding problems and difficulties facing the country and the world to-day.

(4) To develop love for and pride in our cultural heritage through the knowledge of our history, Geography and culture.

(5) To teach simple laws and personal community health and develop habit of hygiene and cleanliness.

(6) To foster the growth of co-operative spirit as a way of life.

(7) To provide training in crafts both as a hobby and as a means of economic betterment.

(8) To provide cultural and recreational facilities by way of folk dances, drama, Music, poetry recitation and other ways of spontaneous self expression.

(9) To provide through those various activities as well as through reading and discussion groups an understanding of basic and moral values.

(10) To develop in achieving reasonable mastery over the tools of
learning reading, writing, simple arithmetic and to create an interest in knowledge.

(11) To provide facilities for continuation of education through libraries, discussion groups, club and organisation like peoples colleges.

The schemes was supposed to cover the population between 12-45 years. It also recommended two hour session per day for six months, with a test at the end of six months.

The concept of social Education grew out of the concept of Adult Education with greater emphasis on social implication. Adult Education in its original format concentrated mostly on literacy. When it was realised that mere literacy does not produce results which can be sustained, its scope was expanded to include general education. It was realised that the "will to become literate is evoked among illiterate adults only if literacy can be made to serve some valuable purpose in the life of the individual". The standing committee of the central Advisory Board of Education on Social Education described the concept of social education as follows:

(i) It is adult Education.
(ii) It is an education for desirable changes.
(iii) It is an education for betterment of individual, social, economic, political and moral life.
(iv) It enables a community to assume direct on of its own development.
(v) It is education for better work, better rest, better use of leisure and better recreation.
2.1.5: **GRAM SHIKSHAN MOHIM (GSM)**:

While attempts were made at the national level to eradicate adult illiteracy under social Education, a number of smaller projects were also undertaken. Gram Shikshan Mohim (GSM) which started in Satara District of Maharashtra in 1960 was one such experiments. The word 'Mohim' in Marathi means a campaign. The central problems of social Education was to arouse the consciousness of the village community. Everyone in the village must realise that illiteracy is shameful, slur and disgrace to the community. It is realisation of the need to foster the spirit of openness and unity in the village and to awaken it to take joint action for development that has led to the birth of Gram Shiksham Mahim. It was aimed at making the whole village literate. It is conducted with the co-operation of the community. The expenditure was not much as the village panchayat bears the expenditure for the initial work and the teachers students and other educated persons in the villages officer their services on voluntary basis in teaching the illiterate adults.

To begin with the importance of literacy, it was impressed on teachers and villagers by holding a large number of meetings in the villages. the purpose was to launch a literacy campaign and organise literacy classes for four months to make the whole village literate.

After the four months campaign Gram Gaurava Samarambha was celebrated, follow-up work was provided through circulating libraries and social education centres. The GSM was found to be quite successful where other departments of the Government joined hand with it.
2.1.6: **FARMER'S FUNCTIONAL LITERACY PROGRAMME**:

Mere literacy by itself is not adequate. It has to be work and occupation oriented so that it provides motivation and increases production. Farmer's functional literacy programme initiated by the Govt. of India has been specially designed for this purpose. This programme was started in the year 1967 in a few selected districts of the country. The programme was jointly administered by the Ministers-Agriculture, Education and Broadcasting, looking after the areas of agriculture, education and broadcasting respectively. But latter on, this programme was amalgamated with Non-formal Education programme in 1975 and then covered under Rural Functional Literacy programme (RFLP).

2.1.7 **NON-FORMAL EDUCATION PROGRAMME**:

Non-formal Education programme was launched in 1975 in a few districts of the country to provide meaningful education including literacy to the young people in the age group 15-20 years. The
education was to be related to the needs and aspirations of the participants and also related to the local environmental conditions.

2.1.8: **FUNCTIONAL LITERACY FOR ADULT WOMEN**

Functional literacy for adult women was launched in 1975 in a few districts of the country as a package deal with the integrated child Development Service Scheme. It aimed at catering to the needs of adult women in the age group 15-45. The objective of the scheme were:

(i) To enable illiterates to acquire the skills of literacy through functional literacy classes and participate in the Developmental efforts of the community.

(ii) To promote a better awareness among women of modern methods of Health and hygiene (including population control), and importance of nutrition.

(iii) To impart need based training in home management and child welfare.

(iv) To bring about attitudinal changes in women so as to enable them to play their role as good citizens of the country.

(v) To adopt appropriate follow-up measures to sustain the interest of the beneficiaries in their newly acquired skills.

In 1973 an all India organisation, National Literacy co-ordination committee was organised. The main function of NLCC was to provide adequate psychological climate in the country and to stimulate public opinion in favour of programmes and activities for the education of millions of illiterate and underprivileged adults in the country. In 1975 NLGC organised the first national conference at Calcutta University from
22nd to 25th February. One of the resolutions adopted by the conference was to submit a petition within 10 million signature to the president of India drawing his attention to the illiteracy problem and accordingly on June 1976 a petition was submitted to the president.

The NLCC was not only to co-ordinate the activities existing literacy organisations but tried to draw in its fold the trade Unions, peasants, political parties, youths, students and women organisations and the members of parliament. The 1973 National convention and first National Literacy conference 1975 in their recommendations stressed the Government to take a timebound national programme for eradication of illiteracy. Some M.P.'s raised the questions on the floor of the parliament about the state of literacy drive.

A private members bill named "compulsory Adult Education bill 1975" introduced in Loksabha by Mr. C.K. Chandrappan. M.P. and the vice president of NLCC with a view to ensure facilities for the eradication of illiteracy. The bill proposed one man literacy centre in all factories and for all farmers. The bill also suggested to give stipend facility to all illiterates during the course of his/her study provided his/her monthly income doesnot exceed Rs. 100. It also suggested the extension of one man centres to the every ward of Gram Panchayat and Municipality all over the country. The teachers should be selected from the registered educated unemployed and a sum of Rs. 100 be paid by the Government to each of the teachers per month. Moreover it should be compulsory for all students who complete secondary education and above to go for one year teaching in one man literacy centres and literacy camps in the country. Secondary education
certificate should not be issued to the students who complete the secondary before they complete one year teaching and those students who fail to do this without adequate reasons should be declared ineligible for any job. In order to avail this facility all the factories and farms should give one hour off to the employees with pay. If any employee or farmer denies the facility the bill suggested punishment. But Government did not pay any support to the bill. So Mr. Chandrappan again introduced the bill in 1977 which estimated an expenditure of Rs. 450 crores to solve the problem and the programme should be taken as an war footing manner.

The bill received support of a large number of M.P.s belonging to different parties. Besides the Mover the then Education Minister Sri P.C. Chandra and as many as 13 more Members spoke of in its support in the parliament. However Mr. Chandrappan withdraw the bill on the assurance given by the then education Minister Mr. P.C. Chandra that the Govt. is planning concrete measures in this regards, and accordingly Md. Chandra introduced a bill Adult Education in the parliament and subsequently the House accepted the bill which came into force on 2nd Oct. 1978 as "National Adult Education programme".

2.1.9 : NATIONAL ADULT EDUCATION PROGRAMME (NAEP) :

On 2nd Oct. 1978 the NAEP was launched all over India to organise Adult Education, with literacy as an indispensable component for approximately 100 million illiterate persons mainly in the age group 15-35 years with a view to providing them skills for self directed learning leading to a self reliant and active role in their own development and in the development of their environment.
The policy statement of NAEP stated the Govt. has resolved to wage a clearly conceived well planned and relentless struggle against to enable the masses to play an active role in social and cultural change. Literacy ought to be recognised as an integral part of an individuals personality. The present thinking on Adult Education is based on the assumptions -

(a) The illiteracy is a serious impediment to an individual growth and to country's socio-economic progress.

(b) That education is not co-terminus with schooling but takes place in most work and life situations.

(c) That learning, working and living are inseparable and each acquires a meaning only when correlated with the others.

(d) That the means by which, people are involved in the process of development are at least important as the ends and

(e) That the illiterate and the poor can rise to their own liberation through literacy, dialogue and action.

The NAEP aims to cover 100 million illiterate Masses in the age group 15-35 during next five years. The main objectives of the programme are:

- Reduce the incidence of illiteracy among the adults in the age group 15-35 years.
- To bring about functional improvement.
- To create awareness about the social and economic
To utilise the new wave of enthusiasm and expectations merged through NAEP for planned group action to remove the social and economic handicaps among which these masses are living.

There are three main components of NAEP (i) Literacy (ii) Functionality (iii) Awareness. The functional literacy emerged as a result of the discussion at Tehran on 8th Sept. 1965 by the Education Ministers of 89 member states of United Nations. Since then pilot functional literacy projects have been started all over the world. The word functional literacy was used to describe the general functions for which literacy is useful in their occupation, social and civic responsibilities, health and nutrition and family planning. This literacy aimed at making one more efficient in his occupation. The result achieved in India also indicates that functional literacy related to agriculture and industries has contributed. Substantially to increase production. An illiterate is able to improve his productive capacity by gaining scientific knowledge and skills through functional literacy.

As regards awareness a person has to impart knowledge about health hygiene, maternity and child care, population control, cooperation, new techniques in the occupation, right and duties as a citizen etc. In a word to give him a fair idea about the good as well as the bad things which he is dealing in his day to day life.

Various resource components were identified. These are teaching learning materials, training of instructors and supervisors,
identification of resource persons for addressing the adults on functionality and social awareness and field visits. The instructions were to be provided by school teachers, students, village youths, exservicemen, field level Govt. functionaries and voluntary social workers.

To implement this vast programme throughout the country Government has set up field functionaries at block level, district level, state level and central level. The main task of implementation is handed over to the state Govt. by establishing state level Directorate of Adult Education. There are district level officers under whose guidance field level projects implement the programme. The district officers also make liaison with the other development Deptt. for the successful implementation of the programme. In the field level there are two types of projects one is named Rural Functional Literacy project (RELP) and other is state Adult Education project (SAEP) with the same objectives and functions. The RELP was financed by Central Govt. and SAEP was financed by State Govt. Moreover the Government is providing financial and other helps to the voluntary organisations and Nehru Yuvak Kendra. Universities are also charged with implementing the programme with 100% financial assistance from UGC.

2.1.10 : NATIONAL POLICY ON EDUCATION, 1986 :

The national policy on Education popularly known as New Education policy is conceived as a package in the context of human resource Development. The New Education policy 1986 gave considerable attention to the need for eradication of illiteracy and stressed upon implementation of Adult and continuing Education launching National
Literacy Mission (NLM).

The relevant excerpts from National policy on Education are given below:

"Our ancient scriptures define education as that which liberates, i.e. provides the instruments for liberation from ignorance and oppression. In the modern world it would naturally include the ability to read and write, since that is the main instrument of learning, hence, the crucial importance of Adult Education including adult literacy".

"The critical development issue to-day is the continues upgradation of skills so as to produce manpower resources of the kind and the number required by the society. Since participation by beneficiaries in the developmental programmes is of crucial importance systematic programmes of adult education linked with national goals such as alleviation of poverty national integration, environmental conservation, energisation of the cultural creativity of the people, observance of small family norms, promotion of women's equility etc. will be organised and existing programme reviewed and strengthened".

"The whole nation must pledge itself to the eradication of illiteracy particularly in the 15-35 age group. The Central and State Governments, political parties and their mass organisations, the massmédia and educational institutions must commit themselves to mass literacy programmes of diverse nature. It will also have to involve on a large scale teachers, students, youth, voluntary agencies, employers
Concerted efforts will be made to harness various research agencies to improve the pedagogical aspects of adult literacy. The mass literacy programme would include, in addition to literacy, functional knowledge and skills and also awareness among learners about the socio-economic reality and the possibility to change it.

"A vast programme of Adult and continuing Education will be implemented through various ways and channels including:

(a) Establishment of centres in rural areas for continuing Education;
(b) Workers' Education through employers, trade Unions and concerned agencies of Government,
(c) Post secondary institutions,
(d) Wider promotion of books, libraries and reading rooms,
(e) Use of Radio, TV and Films as mass and group learning media,
(f) Creation of learners' group and organisations,
(g) Programmes of distance learning,
(h) Organizing assistance in self learning,
(i) Organising need and interest based vocational training programmes".

2.1.11: NATIONAL LITERACY MISSION (NLM), 1988:

In presence of the directive of National policy on Education, 1986 a comprehensive programme of action known as National Literacy Mission (NLM) has been formulated. During the 7th five year plan the central Govt. mooted the Mission areas programme, aimed at solving basic problems in five areas - water, literacy, immunisation, oil seed and telecommunication. The National Literacy Mission was launched on 5th May 1988 by the then Prime Minister Rajiv Gandhi to equip all citizens
of the country with basic skills of literacy. NLM is primarily a societal Mission which implies that there is a political will at all levels for the achievement of the Mission goals, that a national consensus can be created for mobilisation of social forces, and that mechanism can be created for active particulars of the people through energisation of their talent potential for substantial improvement in their working and living conditions.

The NLM is intended to focus on rural areas, particularly on women and those belonging to SC/ST categories. It concentrates on the 15-35 years of age group. The main objectives of NLM is to impart functional literacy to 80 million illiterates, 30 million by 1990 and remaining 50 million by 1995.

Functional literacy implies:-

1. Achieving self reliance in literacy and numeracy.
2. Becoming aware of the causes of their deprivation and moving towards amelioration of their condition through organisation and participation in the process of development.
3. Acquiring skills to improve the economic status and general well being.
4. Imbibing values such as national integration, conservation of environment, women's equality and observance of small family norm.

The main characteristics of the NLM strategy are:-

(i) Designing of functional literacy programmes with a view to increasing motivation.
(ii) Securing peoples participation.

(iii) Achieving significant increase in involvement of voluntary agencies.

(iv) Improvement of ongoing programmes among other things by application of science and technology inputs, better supervision, suitable training, Pedagogical innovations etc.

(v) Launching of mass movement of functional literacy.

(vi) Provision of post-literacy and continuing education facilities. Particularly through establishment of Janashikshan Nilayam (JSM) and better use of existing institutional facilities.

(vii) Ensuring availability of standard learning materials.

NLM would be strengthened by making it a mass movement and involving education institutions, teachers, students, youth, military and para-military personal, housewives, ex-servicemen, employers, trade Union etc. To manage the functions of the NLM a decentralised structure is suggested with village education committees at the village level, District Board of Education at district level, a commission/authority headed by a chief Minister at state level, and at the national level a National authority of Human Resource Development. The NLM proposed a fully computerised information gathering, storage and processing system its use.

2.1.12 : DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP) :

District primary Education programme has been launched in several states of India in order to achieve Universilization of Elementary Education by the turn of this country. The DPEP was initiated in 1993 as a centrally sponsored scheme with external funding.
support from various international agencies. At present 64 districts in 10 states in India are covered under this programme and they are at different stages of implementation of the Programme. In Assam also 4 districts have been covered under DPEP. The project is getting into stride largely in those states where female literacy rate is less than the national average. The Mahila Samakhya is another scheme having link with DPEP and this is designed to promote gender equality by empowering women.

The special features of the DPEP include local area planning with district as the Unit, stress on education for girls and socially disadvantaged groups, qualitative improvement in schools, community involvement, building up capacities at local and state level for planning, implementation and evaluation and establishing a network of education, management and social science, research organisations for providing professional input. The targets are educationally backward districts and where TLCs have been successful leading to increased demand for elementary education. The level of investment per district is expected to be between Rs. 30 crores and Rs. 40 crore over a period of five seven-years.

2.2.0 CONCEPTUAL BACKGROUND OF THE STUDY :

The conceptual background consists of the various components to total literacy campaign. It also discusses the latest reports and committees responsible for implementation of the literacy programme.

2.2.1 TOTAL LITERACY CAMPAIGN (TLC) :

The centre based approach for eradication of illiteracy
failed to achieve the target. An overall appraisal of the programme has shown that the centre based approach suffers from serious limitations. Even those projects which are being run whether by Government agencies or by voluntary agencies for last 10-12 years have not come anywhere near eradication of illiteracy in the area of their operation. the major deficiencies from which the centre based approach suffers are as follows:

(1) There is no commitment for eradication of illiteracy in a specific area within a specific time frame. Often those who run the project are happy to continue the project indefinitely.

(2) The emphasis is on providing the facility of literacy instruction through the centres, rather than on creating a demand for literacy among learners. Consequently environment building and motivational activities are not given importance.

(3) The management system generally suffers from serious deficiencies. rarely is a survey of illiterate population undertaken, selection and training of instructions is routinised, supervision is different, there are delays in supply of teaching learning materials and of lighting equipment, kerosene etc.

(4) Instructors are rarely given their honorarium in time. There is an understandable dissatisfaction among supervisors and Instructors regarding the amount of honorarium also. This
has sometimes led to unseemly agitations and court cases.

(5) Reporting of achievement is undependable and there is an excessive emphasis on quantitative rather than qualitative achievement. Lack of proper monitoring and evaluation system aggravates this problem.

6. There is a lack of integration and coordination with other development programmes.

With the sight of the strategy from centre based approach to campaign approach, the dominant strategy under the mission is now the Total literacy Campaign (TLC). The centre based approach has been changed to volunteer based approach which come with International Literacy year, 1990.

It was Kerala Shastra Sahitya Parishad (KSSP) which volunteered to totally eradicate illiteracy in Ernakulam district of Kerala in a time bound manner and the campaign was launched on the Republic day of 1989. It's successful conclusion was followed by the spread of TLC in other districts of Kerala and as a result Kerala was declared as totally literate state on 18th April, 1991.

The overall meaning of TLC can be said as follows "TLC is a programme that covers all illiterate in the area for promoting literacy to bring the intellectual change among the beneficiaries of the programme, " Total Literacy Campaign are characterised by the large scale involvement of people who come forward to take the responsibility"
for eradication of illiteracy within a specified area in a time bound manner. In the way one can take profitable note of two striking features of TLC. They are that such campaigns are area specific, result oriented, time bound and therefore likely to be cost effective unlike the centre based model. Secondly such campaigns have to be well integrated with other social and development issues like planting of trees, total immunisation, small family norms etc.

**TARGET:**

It is estimated that at the beginning of the 8th five year plan the number of adult illiterates in the age group 15-35 would be 104 million whereas 80 million adult illiterates would be covered by the TLC to be taken up in 350 districts in the country by the close of the 8th five year plan, the remaining 24 million illiterate would be imparted literacy through programmes to be taken up by voluntary agencies, educational institutions, Nehru Yuvak Kendra etc. It would be the endeavour of National Literacy Mission to cover about 21 million persons in the age group of 15-35 in each year of the 8th five year plan. The Mass campaign approach is based on Mass mobilisation and support of Government (both central and states) district administration, non-Governmental and voluntary organisation, people from all sections of the society and all walks of life with a tinge of voluntarism a compact, well knit and efficient management structure with an inbuilt monitary system. The efficacy of this approach has been established beyond doubt as it has succeeded in transforming a fully Government funded and Governmental controlled traditional centre based programme (which was also honorarium based) into a mass campaign leading towards a peoples, movement for total literacy. A new awakening, the total
literacy campaign (TLC) approach constitutes the principal strategy of NLM and could continue to be so for time till the goal of universal literacy has been achieved.

The process involved in implementation of the mass campaign for total literacy would include the following:

(a) Persuading the state Government/UT administration to formulate detailed action plans for the state as a whole as also for each district for achieving total literacy before 1997-98. The imperative of literacy would be built into the educational developmental planning process at all levels.

(b) Orientation of political parties as also representatives of the people (MP, MLA, MLC Chairman, Zilla Parishads, Panchayat samites, Mandal Panchayat, Municipalities councils etc.) to come together, plan together, work together and pledge their unqualified solidarity and support to the campaign experiment despite their ideological and political differences.

(c) Orientation of officers of all departments (both central and state Government) at the state and district level in the campaign approach so as to secure their co-operation and support to the campaign at all stages of its operationalisation.

(d) Registration of Saksharata Samities in the district/areas where mass campaign for total literacy are to be taken up with representation of officials, non-officials members, voluntary agencies, educational institutions and opinions in the community/society.
(e) Mass Mobilisation of all sections of the society like teachers and students of educational institutions, employees trade unions, member of disciplined forces, ex-servicemen, banks, co-operatives, educated unemployed youth, voluntary agencies and the volunteers mobilised by them for combating illiteracy. The important role of voluntary agencies in mass mobilisation will be continued and strengthened.

(f) Peoples participation in environment building, planning and operationalisation of the campaign by assigning specific roles to key resource persons, master trainers, volunteers etc. and by solving on various committees at the district Panchayat Samiti/ Mandal Panchayat and village levels. This should lead to emergence of various grassroot level community institutions, including the village education committees.

(g) Creation of people oriented, well knit management structures at the district, taluka, Mandal/Panchayat and village levels consisting of both officials and non-officials to function in a decentralised debureaucratised and participative mode with a view to ensuring participation and support of people at all levels. For this purpose, service of experienced and committed personal should be obtained from educational institutions, central and state Government departments, central and state public sector undertaking autonomous bodies etc. preferably on secondment basis.
(h) Effective involvement of good committed and reliable voluntary agencies interested in taking up campaigns for total literacy in small and compact areas where total literacy campaigns are not bringing them under the umbrella of TLC wherever a TLC is being undertaken with a view to securing their support and services for the campaign.

(i) Mobilising and harnessing all components of the educational system at the University/College School level for promoting literacy as part of their social obligation.

(j) Education of the present NLM norms into appropriate and specific competencies in literacy and post-literacy for effective achievement.

(k) Insistence with the preparation of teaching learning materials on the motivation centres technique of improved pace and content of learning (ICPL) in the campaigns supplemented by readers on host of development messages such as health, family welfare, immunisation, nutrition, maternity protection, child care, protection of environment, small family norm and women's equality etc.

(l) Insistence of all institutions/agencies/individuals interested in literacy work to work with understanding rapport and bonhomie and carry out specific assignments related to materials production, training and environment building under the leadership and direction of the concerned Saksharata family.
(m) Ensuing implementation of the Total Literacy Campaigns in accordance with the guidelines of the NLM authority combined with such flexibility and freedom as may be necessitated by local conditions.

(n) The central/state Govt. UT administrations and Central/State public sector undertaking to make available the personal at various levels to work for the campaigns as and when requested to do so and to ensure reasonable continuity in their tenure so as to avoid a dislocation in pace and momentum of the Total Literacy campaign.

The success of new TLC model depends mainly on the distinguishing features of the campaigns. The three innovative features of the TLC are - Mass campaign approach, participatory approach and voluntary approach.

(i) **Mass/Campaign approach**: Typically a TLC its territory a compact geographical administrative area usually a district. It seeks target of illiterate population in a specified age group of 15-35 years. It also time bound, usually a year.

(ii) **Participatory approach**: The people at all levels are encouraged to participate actively in the campaign by joining literacy committees at the district, block, Panchayat or Village level, literacy street theatre groups, academic committee and so on.
(iii) **Voluntary approach**: The entire work of imparting literacy to learners is done on a voluntary basis. Some full time project staff are working far beyond the normal hours of work and earn a minimum amount of honorarium.

**Environment Building in TLC**: For any literacy programme to succeed, it is necessary to create conditions where people value and demand literacy. This can be done by mobilising public opinion for literacy and by ensuring community participation in literacy efforts. An environment should be created where illiterates are motivated to demand literacy and educated sections of the society are sensitised to participate as volunteer instructors or in some other appropriate role. All kinds of media and art forms can be utilised for dissemination of the message that literacy is necessary and useful. The message must be repeated time and again till it has registered its impact, some possible environment building/media forms are posters, banners, hoardings, wall writings, newspapers, path yatras, nukkad nataks, kala jathas etc.

TLC is characterised by large scale involvement of people who come forward to take the responsibility for eradication of illiteracy within a specified area in a time bound manner. A multifaceted media campaign is launched to mobilise persons from all walks of life and constitute participatory committees at all levels to enlist people's support. It can succeed only with the active participation of all section of the society, including people's representatives, educationists social leaders, women activists and media persons.
There is need for a saturation environment building and mobilisation on members of the society whether literate or illiterate should not be able to escape the impact of the environment building campaign. In most TLC's the initial wave of environment building, has been intense and there has been a large learner and volunteer turn out. However sustained environment building and mobilisation should result in the formation of people's committee at all levels, which would intervene to enlist people's support.

2.2.2 : ACHARYA RAMMURTI COMMITTEE REPORT, 1990 :

The NPE 1986 emphasised adult literacy in the country and mentioned a number of modifications to be made in the content of Adult Education. But the NPE, 1986 was reviewed in May 1990 under the Chairmanship of Acharya Rammurti.

The report stated that in pursuance of the policy the National Literacy Mission was to impart functional literacy to the 80 million illiterate people in the age group 15-35. Under this programme, 2,84,000 centres functioned in the country. Complete eradication of illiteracy was reported in Kottayam city and Ernakulam district of Kerala, 'Saksharata Abhijan' by Gujrat Vidyapeeth and Mass campaign in Karnataka, TLC in West Bengal, Orrisa and Uttar Pradesh were also reported. Bihar Education project for total literacy with UNICEF assistance has been launched.

The committee held a deliberation with the representations of both the Ministry and NLM on the issue of the methodology used in adult literacy programme. They also discussed about reasons why NAEP
could not make a significant change in the literacy rate. The committee was of the opinion that the campaigning method may not be possible in all areas because:

(i) A total shift from the centre based programme can not be done all of a sudden as it will disrupt the ongoing Adult Education Programme.

(ii) This campaign cannot be applied on all parts of India because of the different levels of awareness in different states.

(iii) Handling small groups of illiterate in some parts will not be cost effective.

(iv) The campaign method cannot be introduced universally without proper evaluation of the impact of Adult Education in various areas.

The committee referred to an alternative model of Adult Education promoted by the Ministry itself. This alternative is the 'Mahila Samakhya' scheme of the Ministry which emphasised on 'Education for Women's equality'. The programme emphasised the issue of Development and social justice to women on health service, minimum wages, water etc. This would ultimate motivate the poor women group to participate in literacy movement and will help in retaining their awareness.
2.2.3 : ROUND TABLE CONFERENCE BY IAEA, 1994 :

The Indian Adult Education Association organised a Round Table conference on 'Adult Education' in the context of Education for all by 2000 A.D. in New Delhi on May 11 and 12, 1994. The conference made the following suggestions:

(i) Legal provision should be made for the illiterate workers working in the public/private sectors to study during their duty period and the instructors for them should be among the staff or their organisation.

(ii) Media should be utilised for success of Total Literacy Campaign.

(iii) There should be co-operation between the Government and Non-Government Agencies for smooth functioning.

(iv) District Resource Unit (DRU) should be actively involved in the planning and implementation of TLC at district/area level.

(v) The Indian Adult Education Association should have research planning and production units to provide effective support to Adult Education Programme in the field.

(vi) N.S.S. should be exclusively given the responsibility of eradicating illiteracy during the next three years.
Instead of one time jathas or street plays to motivate the illiterate a continuous attempt should be made.

The NGO having experience in Adult Education programme be involved by the Government to work in TLC programme.

The NGOs should initiate their own innovative literacy programme and strengthen their own resources in addition to the Government grants.

The JSN should start functioning before launching of TLC programme to motivate the non-literate towards literacy.

To create interest among the women illiterate and their literacy programme should be linked with different vocational subjects.

Funds should be alloted to Panchayat, NGO, co-operative for post literacy programme and be encouraged to mobilise local resources.

Students taking the responsibility to eradicate illiteracy be given adequate incentives.

Volunteer should get either honorarium or adequate incentives.

All the political parties, trade Union and Co-operative should participate actively in the TLC programme.
The different areas in each districts should be identified and special provision should be devised for them.

Separate reporting on progress of men and women in rural and Urban areas be made.

The potentiality of electronic media should also be fully utilised for the purpose.

2.2.4: MEETING OF THE CHIEF MINISTERS:

A meeting of the Chief Ministers of six states was called on 16th November, 1995 at New Delhi to discuss the problems of conducting literacy campaigns in these states. The major initiatives decided upon during the conference were:

(i) State Government to draw up a time bound action plan for bringing uncovered districts under the coverage of Total Literacy Campaign.

(ii) Steps to be taken to increase the motivation of volunteers engaged in literacy Campaigns.

(iii) Strong linkage to be established between Panchayat Raj institutions and literacy campaigns. Increased involvement of Panchayat Raj representatives in the literacy campaigns.

(iv) Strong linkage between the literacy programme and other development programme such as pulse polio immunisation and
other health programmes, Jawahar Rozgar Yojana, DWCRA etc. to be established.

(v) Decentralisation and delegation of authority for implementation of literacy programmes to state Governments by establishment of state Literacy Mission Authorities. Funds to be released to State authorities from next financial year.

(vi) State Directors of Adult Education to be strengthened to enable them to act as model agencies for monitoring and supervision of literacy programmes.

While historical background of literacy movement in India furnishes the base of the study, the conceptual background lends support to the base. It is also evident from the above discussion, the sustained nature of that literacy movement.

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