CHAPTER-1
BACK GROUND AND CONCEPTUAL FRAMEWORK

1.0 INTRODUCTION

Non-Formal Education (NFE) programmes in India's Andhra Pradesh are more than two decades old. It is observed the Universalization of Elementary Education (UEE) targets are not yet attained despite the efforts made through formal and non-formal education programmes. A programme can produce expected targets if it is free from organizational and structural problems and its performance is satisfactory. Doubts about the problems and performance of NFE programmes in Andhra Pradesh naturally crop-up. During the past two decades in India, a number of major and minor investigations have been conducted both in the sponsored and non-sponsored sectors. But the investigator finds that the project level studies focusing attention on problems and performance of NFE at the grassroot level are few and far between. This is the subject of the present investigation.

UEE and NFE have become global issues today. But they are also vague and ambiguous in respect of their meaning, objectives and methods. Different countries redefined them and restricted their scope of operation in the context of their contemporary need and aspirations.

These definitions in their turn are related to the problems and performance of elementary education. When an investigation into the problems and performance of NFE is undertaken, it is better to understand the meaning and scope of formal and non-formal education as they are taken to mean in the context of NFE in India.

1.1 EDUCATION

In developing countries like India, the educational system has a pioneering role to play in shaping the nation's future. It is the Education that creates civilization and culture. Education has immense effect on the political, economic and social developing with increasing recognition by all the countries. Kabir Humayun (1959) rightly emphasized that, a nation, however rich in natural resources, cannot prosper unless its human resources are
properly developed and such a development is essentially a function of education.

Education further, draws the innate abilities of the child to accustom to the environment around it. It puts the child in the right place in the society. The socio-economic development of a country is closely linked to human resource development, an education is basically concerned with it. Indian National Education (1986) comments that, education is the unique investment in the present and the past. This implies that, education is essential for all and can promote the development of human potentialities. All persons are different, their emotions are different and their actions too different. The education given to each person is therefore different.

The Indian Education Commission of 1964-66 condenses the various views on education thus: Education, according to Indian tradition is not merely a means to earn a living, nor is it only a nursery of thought or a school for citizenship. It is an initiation into the life of spirit, a training of human souls in pursuit of truth and the practice of virtue. It is second birth, Dvitiyam Janam, Education for liberation. The man making education has become the aim of basic education in Independent India. This is considered a fundamental need like any basic need for all Indians.

1.2 ELEMENTARY EDUCATION

There are structural differences in the organization of education in different states in India. Till recently the terms Primary Education and Elementary Education were interchangeably used for the first stage in the educational ladder. But this stage was of 5 years duration in some states, and 7 years in others. This lead to problems in analysis and interpretation of All India Educational Statistics. The Programme of Action, Known as Janardhan Reddy Committee Report, (1992), tried to put an end to this confusion. According to the report 'Primary Education' should refer to the first 5 years of education given to children of the age group 6-11 years. Elementary Education should refer to first 7 years of education given to children in the age group 6-14 years. In this context the primary and upper primary education in Andhra Pradesh (5+2) should together be called as Elementary Education.
1.3 FORMS OF EDUCATION

Formal Education

Coombs (1976) defined formal education system as the hierarchically structured, chronologically graded educational system running from primary school to university. Bhola and Harbans says education as, the institutionalized, graded and hierarchically structured education system covering primary, secondary and tertiary levels. This is the most prominent mode of delivery.

Non-Formal Education

Malcom S.Adisshaiah (1971) defined Non-formal Education as the organized provision of learning opportunities outside the formal education system, covering a person's lifetime and programmed to meet a specific need, remedial or vocational or health or welfare or civic, political or self-fulfillment.

According to Fordham (1993) non formal education refers to any organized educational activity outside the established formal system – whether operating separately or as an important feature of some broader activity – that is intended to save identifiable learning clienteles and learning objectives.

He pointed out four characteristics associated with NFE. Relevance to the needs of disadvantaged groups, concerned with specific categories of persons, a focus on clearly defined purposes and Flexibility in organization and methods.

According to Mathur (1972) non-formal education may include any organized educational activity outside the established formal system intended to serve specifically identical clientele with learning objectives defined for their purpose. It may simply indicate that a given educational programme though organized and pursued systematically is outside the main domain of formal system.

Non-Formal Alternatives to Schooling: Glossary of Educational Methods, prepared by the Centre for International Education at the University of Massachusetts (1971) states, non formal education is generally seen as
need oriented, cheaper than the formal system. Often it is tied to some productive activity and poor learning and flexibility. Students enroll in such courses because they are interested in what can be learned not because it counts for degree or certificate.

The classic definition of NFE given by Coombs (1976) is any organized educational activity outside the established formal system whether operating separately or as integral feature of some broader activity intended to serve identifiable learning clientele and learning objectives.

These select definitions of NFE tell us that NFE does not mean the same thing in different countries. The objectives and content of the NFE programmes differ according to the needs and aspirations of people of different nations. However, certain common features also can be identified. NFE system is also an organized one, but the organization is flexible. It is meant for catering to the varied educational needs of the people of a nation, who cannot make use of the formal system of their country. But it can take advantage of the infrastructure of the formal system.

From the variety of definitions of NFE certain common characteristics which are applicable to our country are stated here under.

i). Education, which is synonymous with school and teaching, sequential and hierarchical organization, objective curriculum, and a prescribed periodically evaluation for out of school children or youth. Consciously and deliberately organized and systematically implemented.

ii). Organized for homogenous group which implies that such a group shall have to be identified in terms of their learning needs. In the context of India and Andhra Pradesh this is the age group of 9-14 and,

iii). Programmed to serve the needs of the group. This would necessitate a flexibility in design of the curriculum, organization to facilitate learning and the scheme of evaluation.
1.4 DIFFERENCES BETWEEN FORMAL AND NON-FORMAL EDUCATION

In a UNESCO publication formal, non-formal and informal learning systems are treated equally, but the latter is reference value for the other two, rather than independently identifiable. The nomenclatures of formal, non formal and informal are assigned on the basis of educational goods, organization and institutions of the system. The quintessence of non-formal philosophy is the shift of centre of gravity from teaching to learning, which is not a closed circuit with a single point entry and single point exit, but is considered a recurrent process in which the individual has the educational opportunity throughout his or her life span.

Unlike the formal institutions which are highly structured, chronologically graded and rigid by conditions and requirements, the cardinal principles of non-formal education are elasticity and motivation for self-effort, and self-learning. It is here that a student can learn at his own pace and according to his own capacity and available time.

Bhola and Harbans reiterate that the distinctions between formal and non-formal education are made in terms of the institutional context of the delivery of educational services and the nature of instructional process and objectives. Formal education is delivered through highly formalized institutions with established methods, models and forms of instruction and evaluation. Institutions of formal education are total institutions with teaching as their sole mission.

NFE is also organized, but not fully and formally institutionalized, it is systematic but not routinized. The context of its delivery is basically out-of-school. NFE is the new name for an old concern. Need to provide some education for those who did not attend school, and the concern to provide learning opportunities to both the schooled and the unschooled through out their lives has been expressed before in such terms as basic education, fundamental education... and life long education. Thus, in the case of NFE it has been observed that it serves different groups and classes of people as compared to formal education. The two streams of education – the formal and the non-formal run parallel and both need different criteria to determine their
status. The status of NFE is, in a way related and some what dependent on the status of formal stream as it reaches different types or classes of learners, it has a status of its own.

1.5 NFE IN THE CONTEXT OF UEE IN INDIA

UEE is still far from us even though the provision for equal opportunities to boys and girls (in the age group of 9-14) existed in one of the Articles in the Indian Constitution. This is due to unlimited growth in economically backward population day by day in our country. Many children from backward communities are not able to enroll and attend schools regularly due to their parents economic backwardness. We have to overcome this situation in primary education.

The available enrolment figures in primary schools in Andhra Pradesh are as follows. In the year 1956-57, the enrolment number was 24,81,329 and this number has raised to 53,28,677 by 1993-94 Similarly the dropout rate was also raised to 55.68%. The enrolment in non-formal education (phase -I) in 1993-94 is 5,96,116 (DSCERT 1994). Data given above shows that the enrolment is risen gradually year wise and so did the dropout rate simultaneously raised due to many reasons. Hence to meet the needs of community i.e., achieving the goal of Education for All, the present primary schools are not able to answer. The present status of NFE in the state as well as in Krishna District is given in Appendix - A.

Learners who dropped out from formal primary schools considered illiterate. This situation should be treated as a national problem. As the Government (State / Central) is either not able to attract children to formal schools, or not able to start sufficient number of schools or provide learning equipment to the existing schools at least, the need ances for creating alternative system of education to achieve UEE standard.

In the Indian context, the main aim of NFE was to educate children of the age group of 9-14 in acquiring skills related to different subjects. To implement non formal education, NCERT has recommended a model curriculum. However, states are given freedom to modify the curriculum, so as to meet the local needs and aspirations. Further, the NFE should provide
‘Universalizing Access’ and promoting equality to all the 9-14 age clientele. Thus through NFE:

- basic education should be provided to all children, who are out of school.
- basic education should be made easy to access for all children and aim to achieve acceptable level of learning equal to formal stream and maintain it.
- to realize the urgent priority to ensure easy access, and improve the quality of education for girls.
- an active commitment must be made to removing educational disparities. Underserved groups should not suffer any discrimination for accessing learning opportunities.
- the learning needs of disabled should get special attention.

The diversity, complexity and changing nature of basic learning needs of children, youth and adults necessitates broadening and constantly redefining the scope of basic education to include the following components (UNESCO, 1990). Learning begins at birth. This calls for early childhood care and initial education. Main delivery system for the basic education of children outside the family is primary schooling. Supplementary alternative programmes can help to meet the basic learning needs of the children with limited or no access to formal schooling, provided that they share the same standards of learning applied to schools and are adequately supported. The basic learning needs of youth and adults are diverse and should be met through a variety of delivery systems. Literacy programmes are indispensable and is a must because it being the foundation for other life skills. Other needs can be served through skills training, apprenticeships and formal and NFE programmes on health and nutrition, population, agricultural techniques, the environment, science, technology, family life including fertility awareness and other social issues.

These components should constitute an integrated system, complementary, mutually reinforcing and of comparable standards and they should contribute to creating and developing possibilities for life long learning.
1.6 STATEMENT OF THE PROBLEM

Subject of the present investigation is age specific NFE programme, i.e., the NFE programme for the age group 9-14, as it is implemented through NFE projects in Andhra Pradesh. The problem of the investigation can be stated as follows:

A Study of problems and performance of Non-Formal Education Centers in Krishna District of Andhra Pradesh.

1.7 NEED FOR THE STUDY

NFE is a living and growing in the ever changing scenario in education of developing countries. Hence, the challenges that the NFE throws and solutions it offers like planning process need re-examination, re-appraisal and re-vitalization based on research.

NFE has become a constant factor in educational planning in our country. A critical examination of the current NFE projects will help in evaluating and reconstructing educational planning at grassroot level.

There was no doubt that studies were related to curriculum, participants and their problems and studies were evaluating the performance of NFE at different levels at different geographical locations. But it is observed that, there is a definite gap between problems and performance of NFE projects. Review in the literature in the NFE, Mark K Smith (1998) stressed the need for detailed and textured studies at ground level operation of NFE, i.e. national, regional and local levels to give confidence and directions to educational planners and organizers because the research reports external agencies like the world bank have been dubbed for their orientation to neo-colonialism. The need for the present study arises from such gaps.

1.8 SCOPE OF THE STUDY

The present study is an attempt to investigate two major aspects of NFE in Andhra Pradesh. First one is, problems of NFE as perceived by the field functionaries. Investigator wants to identify the problems relating to five areas namely: physical facilities, administration and organization, community, learners and academic work. It is also intended to find out if variable differences exist in terms of center categories namely, Govt Vs NGO centers.
Urban Vs Rural, and Girls Vs Co-education. An attempt is also made to describe the problems in terms of severity.

Second aspect of this investigation is related to performance of NFE centers in Krishna District in Andhra Pradesh. For this purpose the performance variables chosen are, enrolment, attendance, retention, achievement, accommodation and equipment, maintenance of registers and records, teaching learning material, curriculum covered, organization and community participation.

Finally an attempt has been made to find out, whether there is any association between problems and performance.

1.9 CONCEPTUAL FRAMEWORK OF THE STUDY

A. Non-Formal Education covers a wide variety of alternative educational activities like adult literacy classes, functional literacy programmes, bridge courses etc. These may be provided to a wide range of clientele with variety of needs. In Andhra Pradesh, in the context of achieving Universal Elementary Education (UEE) by 2005, the focus is on the education for out of school children, providing alternate educational opportunity for the age group 9-14 who cannot benefit from the formal system of education. The present study is also concerned with this specific NFE programme for the out of school children of the age group 9-14.

B. The NFE programme for 9-14 age group in Andhra Pradesh has two major objectives. 1. Bringing the children back to the formal school after laying the foundation in the NFE centers 2. Educating the children for terminal benefits of Elementary Education entirely in the NFE system. The investigation is concerned with NFE centers that are intended to realize both their objectives without differentiating them.

C. The NFE programme in India is a coordinated effort by the Central (Federal) and the State Governments to operate the programme and elaborate organizational structures that has been developed in multiple layers, starting from the Ministry of Human Resource Development (MHRD) of the Central Government down to the NFE center of a project in a District. Success of an organization/system depends to a
large extent on the implementation of its objectives and activities at the lowest subsystem level or micro-level. Hence, instead of the larger system, the NFE project becomes an appropriate unit of study. This investigation is intended to be conducted in two NFE project areas in the Krishna District of Andhra Pradesh. (A description of the organizational structure of the NFE, and guidelines for the field functionaries at different levels, the inputs that will be provided and the output expected as they are indicated in the Government documents and GO's has been given in Appendix – B.)

D. A review of the statistical information on enrolment of school going children their drop out rate in the formal elementary education, number of NFE centers. Enrolment rates in the NFE stream reveals that the performance of NFE is not up to expectations. (Details of these figures in tabular form, obtained form different authentic Govt. sources can be seen in Appendix - C). When it appears that the functioning of system is not healthy, its performance must be appraised, problems faced identified, relationships if any between different types of problems and different areas of performance should be understood emanating ways of improving the performance of the system. The major areas of this investigation are thus:

1. Identification of the problems of NFE in the Krishna District of Andhra Pradesh as perceived by the field functionaries at the project level.
2. Evaluation of performance of NFE centers.
3. Finding out if there exists any association between problems and performance of NFE centers.

E. No doubt, acquisition of literacy and skills or functional efficiency of learners are the final outcomes of NFE programmes. The process and contents of either child or NFE programmes by themselves full pledged area of research. But this investigation does not enter into the problems of those areas. This is concerned with the problems and performance related to organizational structure of NFE system at the grass roots level.
F. As Stephen P. Robins (2000) says, performance is the measurement of results. It asks the simple questions: Did you get the job done. The tasks to be performed by the field functionaries of the centers for achievement have been spelt out in the guidelines (mentioned in C above and details included in Appendix-B) supplied to the field functionaries. In this investigation it is proposed to appraise the performance of the NFE centers keeping to guidelines for criteria. It is proposed to evaluate the performance in the following ten areas:

1. Enrolment and attendance  
2. Supply of teaching-learning materials (TLM).  
3. Accommodation and equipment.  
4. Organization of curricular activities.  
5. Quality of teaching-learning process.  
6. Organization of motivational activities.  
7. Maintenance of registers and records.

G) Performance of a system will be adversely affected, when there are problems relating to its inputs vis-à-vis human relations. Review of related literature of revealed a number of problems related to NFE projects in India. Periodical reports of the NFE project officers and supervisors brought to light problems of NFE projects and centers.

N.J.Adler (1997) says that, organizational managements have cultures and individual employees also bring their culture to organization. It is well known fact that even within each state of India there are cultural variations. According to Adler and Robbins, cultural variations often bring problems of their own due to differences in the perception of objectives, motivations, loyalties etc. At the grass roots level such problems which arise out of differences in perception due to cultural variations of field functionaries having great influence, on the performance of institutions. Hence, it is appropriate to identify the problems of non formal education as perceived by the field functionaries.
For purposes of analysis and interpretation of data the numerous problems of NFE centers are classified in to the following categories.

1. Problems related to physical facilities (Accommodation and Equipment)
2. Problems related to community.
3. Problems related to academic activities.
4. Problems related to administration and organization.
5. Problems related to learners.

It is the assumption of the investigator that the existence of problems reduce the standard of performance, of NFE centers. The severe is the problem, the lower is the level of performance. If the problems are fewer and less severe, the higher will be the performance of the institution. It is hypothesized that, in this way, the association of problems with corresponding performance areas might be as follows –

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<thead>
<tr>
<th>Problems</th>
<th>Performance</th>
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<tbody>
<tr>
<td>I. - Publicity in the village.</td>
<td>Enrolment and attendance</td>
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<tr>
<td>- encouragement from the villages to learners.</td>
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<tr>
<td>- encouragement from family members</td>
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<td>- keeping the classrooms attractive.</td>
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<td>- health of the learners</td>
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<td>- leisure of the learners</td>
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<tr>
<td>- reluctance of grownup learners to attend the school.</td>
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<tr>
<td>- motivation from the center committee members, parents, supervisors and instructors.</td>
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</table>
II. - Supply of text books in adequate number.
- supply of text books in time.
- usefulness of teaching learning materials to instructors and learners.

III. - Facility for storage of TLM.
- ventilation of centers
- supply of potable water
- availability of work experience tools and working area.

- availability of Play ground
- effort of functionaries in procuring above from local resources.

IV. - Plan of Co-curricular activities
suitability to the learner interest and local resources.
- procuring materials and resource persons and co-curricular activities accommodation for conducting activities in the center

Organization of Co-curricular activities.

Supply of TLM.

Accommodation and equipment (Physical facilities)
V. - Orientation/training given to instructors.
   - coverage of contents of the curriculum in time.
   - relevance of TLM & adequate.
   - supply of TLM in time
   - solving teaching related problems of instructors in cluster meetings.
   - holding cluster meetings regularly.
   - getting all the learners of the stage together at a time.

   Teaching-Learning

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VI. - Publicity at village level by the field functionaries
    - interest of villagers in identifying out of school children and sending them to NFE center.
    - Parents to motivate the out of school children to enroll in and attend regularly at NFE centers.
    - teaching to create interest
    - organizing the center attractively.

   Motivational activities

VII. - Maintaining all registers and records properly
    - Providing up to date information in all the registers and records.
    - Constant verification and monitoring of records by the appropriate authorities.

   Maintenance of registers and records

J. Data on the problems of NFE centers have to be collected from over 200 field functionaries of the selected two projects in Krishna District. Hence, Survey method may be adopted for which questionnaire of Non-formal Education Problem Inventory has been developed.

K. Assessing the performance of all the NFE centers cannot be done by an individual investigator. Hence, the case study approach adopted for assessing the performance of NFE centers. Twenty centers have been
randomly selected for case study. (A list of the centers in two projects is given in Appendix – C.) For collecting performance appraisal data, interview and observation techniques can be used. Interview schedules and observation checklist have to be prepared for this purpose.

1.10 OBJECTIVES OF THE STUDY
This investigation will be carried out with the following objectives:

To identify the problems of NFE centers in Krishna District in terms of frequency and intensity as perceived by the instructors.

To study the performance of NFE centers in respect of organizational and academic efficiency.

To compare the Government and Non-Governmental NFE centers in terms of their problems and performance.

To compare the Rural and Urban NFE centers in terms of problems and performance.

To compare the co-education centers with female NFE centers in terms of their problems and performance.

To find out the connection between problems and performance.

To offer suggestions for effective functioning of NFE center.

1.11 HYPOTHESES OF THE STUDY

1. (a). Government and Non-Governmental NFE instructors do not differ in identifying problems related to physical facilities.

(b). Rural and Urban NFE instructors do not differ in identifying problems related to physical facilities.

(c). Girls and co-education NFE instructors do not differ in identifying the problems related to physical facilities.

2. (a). Government and Non-Governmental NFE instructors do not differ in identifying problems related to community.

(b). Instructors of Rural and Urban NFE centers do not differ in identifying problems related to community.

(c). Instructors of Girls and Co-education NFE centers do not differ in identifying problems related to community.
3. (a). Government and Non-Governmental NFE instructors do not differ in identifying academic problems.
(b). Instructor of Rural and Urban NFE centers do not differ in identifying academic problems.

4. (a). Government and Non-Governmental NFE instructors do not differ in identifying problems related to administration.
(b). Instructors of Rural and Urban NFE centers do not differ in identifying problems related to Administration.
(c). Instructors of Girls and Co-education NFE centers do not differ in identifying the problems related to administration.

5. (a). Government and Non-Governmental NFE instructors do not differ in identifying problems related to learners.
(b). Instructors of Rural and Urban NFE centers do not differ in identifying problems related learners.
(c). Instructors of Girls and Co-education NFE centers do not differ in identifying the problems related to learners.

6. NFE centers in Krishna District do not differ in the levels of performance.

7. There is no relationship between performance and problems of NFE centers.

1.12 VARIABLES OF THE STUDY
The present investigation has the following variables:
CENTRE VARIABLES
A. Government Centers
B. NGO managed Centers
C. Urban Centers
D. Rural Centers
E. Centers exclusively for Girls
F. Co-education Centers.
PROBLEM CATEGORIES

A. Problems related to Physical failures.
B. Community related problems
C. Academic Problems
D. Administrative problems
E. Learner related problems.

PERFORMANCE VARIABLES

A. Enrolment
B. Average attendance
C. Admissions & non appearance for examinations
D. Accommodation & equipment
E. T.L.M. supplied to centers
F. Curriculum
G. Organization of curricular activities.
H. Instruction / teaching learning process.
I. Maintenance of registers
J. Local resources procured
K. Progress reports
L. Motivational activities
M. Project organization.

1.13 LIMITATIONS OF THE STUDY

The present study is limited to two project areas in Krishna District.

Problems are taken some five major areas of NFE project organization namely, problems related to physical facilities, community, academic, administration and learners.
Performance aspects covered in the supervisors, project officers report developed by the SCERT, Hyderabad have been adopted in this investigation also.

Only three selected variables (Govt, Non-Govt; Urban, Rural; Girls and Co-education) relating to the instructors and NFE centers are included in the study.

The differences in socio-economic development and cultural variations influence the implementation of people oriented programmes and projects. Hence, the problems and performance of the project are likely to differ from one region to another region. South coastal Andhra differs from other regions in Andhra Pradesh in these aspects. The study is conducted in this region. Hence, any generalizations about the problems and performance of NFE centers may not be applicable to other regions of Andhra Pradesh.