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Notes and Comments

New Task

The Lucknow Conference of the Indian Adult Education Association will occupy a unique place in the history of the Adult Education movement, for it focussed its entire attention on the voluntary agencies. In the past the Association had emphasised the need for promoting voluntary agencies for conducting social education work and had asked the Government to promote and develop voluntary social education agencies, but this Conference went a step ahead. As in other matters in this respect also the Association was called upon to take the pioneering step, of taking the lead in setting up voluntary agencies.

Significantly this question was raised by government officials, who almost betrayed their impatience and were keen that the matter of voluntary agencies for social education work should be given the highest priority, and if the Government had failed, the Association should step into the breach, for they were well aware of the deficiencies and failures of the official set-up, as an effective instrument for social education. It was generally agreed that the objectives of social education would be better served if it was undertaken by non-official agencies, but it was stressed that the Association should take the lead and take upon itself the task of promoting non-official agencies. A committee was set up to find ways and means to carry out this work.

The responsibility given to the Association is a very difficult one—nay almost impossible for the present, but with the help and support of social education workers and administrators it is our hope that we would succeed. Success can come only if the Government is willing to recognise properly functioning voluntary agencies and hand over social education work to such agencies with necessary assistance. Some of the funds which seemingly do not

yield proper return, could profitably be diverted to voluntary agencies. Moreover, there should be a conscious change amongst the administrators to utilise the services of voluntary agencies. The tendency to do everything under the government aegis should be replaced by a tendency to have things done by the people and their agencies, with government aid—financial as well as technical.

The Association, on its own part could be assisted to set up regional offices and appoint regional organisers, so that a living contact could be established with voluntary workers and voluntary agencies and attempt made to galvanize them, enthuse them and spur them to action, with a view to coordinate their activities and if possible improve and develop them. Raising financial resources is of utmost importance. Either Government must come to our aid or inspired individuals, of whom there is no dearth in our country, should offer their services voluntarily to the Association, for this task.

To the Planners, our humble suggestion is that they should give the highest priority in the *Third Plan* to the improvement of human resources. Improvement in Science and Technology presupposes higher skill to operate the products of Science and Technology for which education is necessary. Even for raising food production, cultivators must be educated. Look at from any point of view, our experience points out to one thing alone and i.e. in the *Third Plan*, Adult Education, must be given the prime importance, and adult education work must be undertaken as a movement—planned, organised and developed by voluntary agencies. For this task, the Association places its services at the disposal of the nation, its Parliament and the Planning Commission.

Experimental Adult Schools

THE programme of adult literacy carried out during the past few decades have met only with limited or very little success. Various schemes have been launched during the past few decades to extend opportunity of education to the illiterates who constitute nearly 85% of our population. Adult literacy classes were conducted by official and non-official agencies and adults were encouraged to read the primers to qualify themselves as literates. Unfortunately acquisition of literacy, it was found, was an impossible task for the majority of these illiterates. In many cases, the acquisition of literacy ended with the ability to sign the name. Even adults who went beyond signing the names, and read one or two primers, lapsed into illiteracy because the education acquired after completing the first primer was not enough to be retained in the absence of any follow-up programmes. According to the recent survey carried on by the Research, Training and Production Centre, Jamia Millia, based on the random sampling of neo-literates of 5 Hindi speaking States, "the actually literate are only the fraction and not a large fraction, of those listed as literate".

The magnitude of this problem has emphasised the need for evolving a system of education for the adults that would have more retaining value. The Ministry of Education therefore sponsored a scheme of establishing experimental Adult Schools in the country

through the Research, Training and Production Centre, Jamia Millia. These Adult Schools are meant to take the adult students, grade by grade upto the primary school level. These schools are being set up in urban and semi-urban areas where motivation for reading and writing is present or can be easily created. Experience shows that it is easy to create interest in reading and writing among small craftsmen, artisans, shopkeepers, small businessmen, workers employed in railways, city transport service, etc., who are aware of their lack of education and among whom there already exist some degree of motivation. They are seeking for personal competence so as eventually to improve their economic conditions.

We, therefore, urge the adult education agencies and Government to encourage the setting up of Adult Schools on an experimental basis for this group. It is our hope, this will eventually lead atleast a part of the section of adult population to functional literacy.

Whilst we recommend the setting up experimental Adult Schools in urban and semi-urban areas, we are not sure whether this approach will yield substantial result in rural areas or in very poor areas where conditions are such that people have no apparent motivation for literacy. But it would be worthwhile if this experiment is tried in rural areas as well.

INDIAN ADULT EDUCATION ASSOCIATION—General Secretary's Report for 1957-1958

I have great pleasure in presenting the Annual Report of the Association for the year 1957-58.

Conference :

Before I proceed to a detailed review of the activities, I would like to recall the resolutions adopted at the last conference held at Calcutta under the Presidentship of Shri Bilas Mukherjee. The Conference considered some of the problems of the Social Education movement and it referred in particular to the fourth report of the Programmes Evaluation Organisation and to the observations of the study team on Plan Projects appointed by the National Development Council. The resolution expressed its concern and regretted that social education has not succeeded in bringing about changes in social attitudes and pointed out that this was due to lack of focus on the objectives of social education. The resolution accordingly recommended that the programmes should be devoted exclusively to the task of erecting social efficiency in the community by furthering the development of new social values consistent with the needs of community development programmes.

The Conference also took note of the recommendation of the Study Team on Plan Projects and welcomed

the suggestion for decentralisation of power. The resolution drew attention to the role of social education in this context and urged upon the Government to initiate such policies as could lead to the development of non-official agencies which would help in securing people's participation.

The business session of the conference was followed by a symposium on "Human Values in Adult Education". A number of prominent adult education workers took part in the symposium. Shri R.M. Chetsingh, Dr. S.R. Ranganathan, Shri N.D. Godbole and Shri Kesari Hanuman submitted papers which were discussed by the delegates to the conference. These papers were subsequently published by the Association.

Seminars :

During the year under review, the Association convened two seminars—the National Seminar on Workers' Education which was held at Habra near Calcutta from December 21st to 27th and a regional seminar in collaboration with the All India Mass Education Society. The Seminar at Habra was immensely successful as it provided an opportunity to adult education workers to secure insight into the problems of Workers' Education. The Seminar dealt with some of the funda-

mental problems of adult education and defined the purpose and scope of Workers' Education and other related problems. A report of the Seminar has since been published.

The Seminar at Rishikesh was unique in the sense that it was entirely conducted and managed by field workers themselves. The Seminar was an attempt to help field workers evolve a leadership of their own. It elected a Director from amongst the delegates on the spot and a plenary session of the seminar decided the topic and the problems which delegates deemed vital. This was the second seminar of this type to be convened by the Association and the results of these two attempts have been extremely favourable to the development of initiative and intellectual resourcefulness of the workers. It is our belief that such seminars if organised elsewhere in the country would prove beneficial to the movement. It is obvious that the organisation of such Seminars cannot be undertaken except in collaboration with voluntary agencies in the respective regions. The Association would welcome an initiative on the part of regional institutions in this connection.

Publications :

The Association maintained its pace with regard to the programme of publications. The following new books were brought out during the year :

- (i) Human Values in Adult Education.
- (ii) Development Work Among

Rural Women—A Guide Book.

- (iii) Workers Education—Report of the 8th National Seminar.
- (iv) Istrion Ki Nagrik Shiksha—Hindi.
- (v) Karya Karta Seminar—Hindi.
- (vi) Nav-Shaksharon Ke Liye Pathrikayen—Sampadkeeye Pranaliyan—Hindi.

The Association maintained also the Abstract Service and during the year 20 new Abstracts were issued. A number of these Abstracts were brought together under one cover and were printed in the form of pamphlets. These were :

- (i) Adult Education in Rural Areas
- (ii) Community Action
- (iii) Training in Social Education

The Hindi Journal launched by the Association in 1957, I am happy to record here, was very well received. Accordingly its frequency has been changed from quarterly to two-monthly.

The English Journal continues as a quarterly and two special issues of the Journal were brought out, one on Workers' Education on the eve of the 8th National Seminar and the other, on the Role of Social Education in Casteism, on the occasion of Gandhi Jayanti. Another special issue on Social Education in Urban Areas was also brought out on the eve of the 9th National Seminar.

Research :

The Association's activities in the field of Research were also maintained at an even pace. During the year, the joint project with Jamia Millia on the Literature for Neo-literates was completed. The Project sponsored by Unesco, consisted of study of literature produced for neo-literates in Hindi.

The Association's Research Wing completed another Unesco project on the compilation of a Directory of Agencies engaged in cultural and recreational activities in some of the South-East Asian countries. In the Directory is compiled, information pertaining to cultural and recreational agencies from India, Burma, Ceylon, Pakistan and Malaya.

The Association completed Evaluation Project of Social Education Work in Delhi. The Project which had been suggested by the Advisory Committee on Social Education was financed by the Delhi Administration and its report is being currently considered by the Administration and the Corporation.

The Association has also completed the first part of the Directory of Social (Adult) Education Organisations and Agencies, containing the information about non-official agencies. The second part dealing with official agencies is expected to come out in February, 1959.

Another Project to be partially completed during the year was the compilation of a Directory of Recreational and Cultural activities. This project, undertaken in pursuance of the recommendations of the Fifth National Seminar, consisted of collect-

ing of data about recreational and cultural activities utilised for promoting social education. Initial work on the project has been completed and a provisional check-list of recreational and cultural activities relevant to social education has been published. The Association hopes that the Ministry of Education will provide further assistance to it to enable the compilation of the entire project.

It will be recalled that in the last report it was stated that the Association was anxious to undertake a study of the scope of public participation without losing sight of certain fundamental values of a democratic society. It is a matter of regret that the Planning Commission did not lend their assistance to the Association to undertake this study. It was hoped that this study would indicate the purpose and direction to social education in the context of planning.

Contacts :

The Association continued to maintain contacts with Unesco, International Federation of Workers' Educational Associations, Adult Education Associations of England, Canada and the United States. Contacts with Adult Education agencies in Sweden, Denmark, Finland, New Zealand and Singapore were also maintained. The Director-General, Unesco, was pleased to give permission to translate and adapt a number of publications in Hindi and also increased the grant for our journal from Rs. 4,773/- to Rs. 6,180/-.

On the Indian National Commission for Co-operation with Unesco, the Association was represented by Shri Sohan Singh and it gives me great

pleasure to inform you that Prof. Mujeeb was elected member of the Executive Board of the Commission and also of the Committee on the East-West Cultural Project.

On the Inter-Ministerial Co-ordination Committee for Social Education and on the Co-ordinating Committee for Social Education in Delhi Territory, Shri S.C. Dutta represented the Association. He also represented the Assciatin on the Committee for Workers Education set up by the Union Labour Ministry.

Shafiq Memorial :

The Shafiq Memorial Building and the Jha Memorial Library, which are under construction, I am happy to say, have been very enthusiastically welcomed by prominent leaders of the country. The Rashtrapati, Dr Rajendra Prasad has sent us a donation of 250/- and has expressed his support to the Memorial. Shri N.V. Gadgil, Governor of Punjab, Shri Govind Ballabh Pant, the Union Home Minister, Shri Shriman Narayan and Dr. C.P. Ramaswami Aiyar, are among the other prominent public figures who have associated themselves with the Memorial. Total collections upto date amount to Rs. 2,38,642/- and the balance of Five Lakhs of rupees has yet to be made good. The Central Board of Revenue has given us the benefit of exemption from income tax on donations to the Memorial. I hope, this will encourage the business and industrial community in India to contribute its mite to the building up of the Memorial. Our only regret is that the Government of India has only sanctioned Rs. 86,000/- as an ad hoc grant, while normally it gives

60% of the cost as grant-in-aid. We have made representation to the Government and it is our hope that the Education Minister, himself a life long worker in the field of education, will favourably consider our representation and grant us at least three lakhs of rupees. So far as the construction of the building is concerned, it is proceeding fast and the basement has been completed.

I would like to take this opportunity to urge our delegates, present here, to exert their utmost and help in raising funds for the building. It is hardly necessary for me to tell you the great contribution which the late Dr. Amaranatha Jha and Shafiq Saheb had made to the Social Education movement in the country. They had both endeared themselves to the workers in the field and it would be only appropriate that these workers rise to the occasion and express their affection for these two departed great gentlemen.

In conclusion, I must express my grateful thanks to our President, Dr. V.S. Jha, for his kind guidance and to our Treasurer, Prof. Mujeeb, who inspite of his busy programme, was always available for help and guidance at all times. Other members of the Executive Committee deserve our thanks for giving help to the Association in diverse ways. The readiness with which Shri Sohan Singh came to our rescue day in and day out, needs special mention. The staff of the Association deserves our appreciation for carrying on a heavy load unmindful of personal comfort or benefit. To them must go the credit of making the Association a premier non-official agency in the country.

EVALUATION IN FUNDAMENTAL EDUCATION— Some Problems

By Charles Madge

WHEN we “evaluate” educational methods or materials, we seek to assess performance on a basis more-systematic and precise than ordinary falliable human opinion and we try to make use of measurement whenever there is something that we can usefully measure. Evaluation—systematic evaluation—is however, far from easy if it is to attain any degree of accuracy. This is because it takes place not in the laboratory, but under field conditions. This gives rise to many problems of method, which have by no means yet been solved. I shall mention four such problems.

The *first*, and from a technical point of view, the *basic problem* is the problem of control, that is, how to control the conditions under which tests, measurements and observations are carried out. Evaluation involves a check-up on (a) the original or baseline situation (b) methods used to change it (c) results obtained. To record these three stages satisfactorily under field conditions is a full-time job; but there is an added difficulty. Changes in the situation at the final stage may be due to factors outside the control of the evaluators, and it is

difficult to separate the effects of a particular method or combination of methods from the effects of such extraneous factors. For example, after a nutritional campaign has been running for a few years, there may be a decline in deficiency diseases; but it may not be possible to determine how much of the decline was due to the nutritional campaign and how much to some extraneous factor, such as a series of good harvests. A suggested solution to this problem is that the tests should also be carried out in a control area where there had been no educational campaign but where conditions were similar in other respects. Although the use of this kind of control may sometimes be practicable it may raise another kind of problem which I shall mention later, the problem of cost and scale.

The *second* important *problem* is the problem of bias, the influence of the human factor, which besets all social research. Evaluation in the field we are considering involves this problem in a special way, which I can point up by posing a question: Should evaluation be carried out by the agency which is carrying out the

FE or CD activities, or should it be carried out by an independent agency? The staff of the agency are liable to various kind of bias, for example, through their personal association with the success or failure of the work and also because if one lives very close to a programme, one may develop blind spots about it. This is the argument for setting up an independent evaluating agency, such as the Programme Evaluation Organization which has been set up here in India. For any very large programme, like the Community Development Programme in India, this sort of organization appears to be desirable. It has to be carefully planned so as to ensure that the staff are sufficiently briefed on local conditions and on the methods and objectives of the programme ; only then will the evaluation seem fair or helpful to the people in the field ; only then will it serve as an effective link between their experience and the decision-taking at the top.

The answer to the problem of bias may, therefore, be to develop specialists in evaluation. But this raises further questions : What should be the qualifications of such a specialist? How far ought we to go towards this kind of specialization ? This is my *third problem*, the problem of specialization. I wish to pose it because I think there is a danger of developing too many kinds of pseudo-experts, and that this is particularly true in such fields as the social sciences, education and psychology. The tendency is to exaggerate and over-sell the contribution of the "expert" in these fields. There is nobody I know,

including myself, who deserves to be considered expert in the evaluation of FE and CD programmes. There are, however, a few people, like the staff of the Indian Programme Evaluation Organization, who have had really valuable experience. There are also some social scientists who have had relevant experience in somewhat allied fields. To sum up this difficult problem, my own view would be that anyone who is going to carry-out a serious attempt at evaluation should have some theoretical knowledge and practical experience of social research, its methods and pitfalls. With these initial qualifications I can see no shortcut to becoming a skilled evaluator in our field other than by continuous and sustained experience over a number of years. To this extent I believe we should encourage specialization in evaluation.

The *fourth problem* is the problem of cost and scale. As I have stressed, precise evaluation is difficult and to carry it out is expensive. The practical demand for evaluation stems from the need to make the most efficient use of resources in our programmes. But how much of these resources should we set aside for this kind of efficiency check? We do not want to throw good money after bad. If we are going to spend money and employ specialists on evaluation, we want to do so on a scale which is appropriate and worth while. The kind of evaluation which is relevant for discussion in this paper, as I see it, is neither highly costly and elaborate nor so superficial as to be merely an imposing name for

what we all do anyhow. On the one hand, we simply cannot afford very expensive tests before and after every broadcast or film-show or demonstration. On the other hand, we equally cannot afford to pour money into methods and materials which make no effective impact. How to steer between these two extremes would I think be a fruitful topic for us here and we can gain much from pooling our experiences.

My own limited experience of evaluation methods in FE and CD leads me to make certain suggestions, first for the evaluation of a project or campaign taken as a whole, and secondly for the evaluation of a particular item, say a film-strip, designed for use in the campaign. As I have indicated, I am doubtful whether it is economic to evaluate separate items as a rule, except as part of a wider survey which could take in the whole range of local circumstances and objectives. (I am of course here using the term "evaluate" in the strict sense). If one had to choose between the two, I would certainly give priority to the overall evaluation of a programme.

Such an over-all evaluation will be meaningless unless more attention is paid to base-line survey. The tendency almost every where has been to skimp on this, and to regard it as a luxury or a way of holding up action. By now I think experience has shown that action programmes could have been more purposeful if more time had been given to initial studies and their assimilation in the programme. Moreover, evaluation of the changes following

upon a programme is impossible without a record of the situation when the programme started. This record should deal not only with the more static, traditional side of the situation but also with the factors already working for change, which will almost certainly include several forms of governmental intervention. Nowadays, it will be exceptional for a FE or CD programme to start in a virgin field.

The next essential is a far more thorough record of the action taken under the programme than is usually available. For this purpose, official reports required by administration are not always adequate, though they provide one source of information. There is no method of recording actions so effective as continuous participant observation, such as is part of the normal duties of the officers of the Indian Programme Evaluation Organization. The extent of actual use of audio-visual aids, such as a mobile film-van, or community radio system, should certainly be included in this record. While telling objectively the story of what was done by the personnel of the programme, or at their prompting, the action-record should also take note of factors extraneous to the programme which have produced or retarded changes. Obviously the evaluating observer cannot be everywhere at once and cannot see everything that is going on. The observation should, therefore, be designed so as to include all occasions of special importance and, a representative sample of normal activity.

The final stage of evaluation is to describe and measure changes after a

given period. For this it is necessary to select significant indices, and as yet there seems little agreement on how they should be selected. Should we look for indices in the physical environment, such as higher crop-yield, or construction of more latrines? I don't think such indices are to be despised. These are objectives, and relatively easy to measure. The difficulty lies in interpreting their significance in relation to the broader objectives of the programme. How much have such changes added to the general welfare? Who has benefited least and most? Is the community better integrated? Has the programme aroused a continuing interest in self-help? Has there been a change in attitude towards further change? These and similar questions have been often asked and there are advocates of psychological attitude testing methods, to be repeated at intervals. I am personally sceptical about the use of psychological testing in this field except on a limited and experimental scale. There is however, ample scope for the observation and measurement of changes in social behaviour. A simple example, would be school attendance, in a country where this is not compulsory. More complex, but measurable, would be changes of relationship between different sections of the community—say, the relation between upper caste and untouchable groups in an Indian village. Changes in village leadership, economic dependency and the status of women can likewise be observed and measured. Such changes, together, with physical indices and the adoption of new tools, practices and

institutions, are the observable expression of modified outlook.

I hope we can give some time to discussing the very interesting Programme Evaluation Organization which was set up by the Government of India in 1952, simultaneously with the launching of the Community Development Programme. It is administratively under the Planning Commission and is thus independent of the Ministry of Community Development. At present there are twenty programme Evaluation Officers, stationed in twenty development blocks in different parts of India. From the reports they send to headquarters in Delhi, a series of valuable Annual Reports have been prepared and published. The staff of this organization has over the last six years gained unique experience in its task of evaluating the largest CD programme yet attempted in any country. By constantly keeping in touch with the activities of the development blocks in which they are posted they have acquired a good working knowledge of local conditions and also of the detailed execution of the programme. At the same time, they have no personal vested interest in the success or failure of the programme, and this reduces the likelihood of bias in their reporting.

This organisation carried out in 1954 what is known as the Benchmark Survey, a kind of base-line survey covering a random sample of villages in selected development blocks. This was a large and costly operation, in which 30,000 families were interviewed to ascertain, among other

things, their literacy, occupational pattern, acceptance of practices and readiness to participate in the programme. It is intended to repeat the survey in 1959 with the same villages and families and thus see what changes have occurred after five years of the programme. As I have pointed out, these changes may or may not be assignable to influence of the programme itself. In the 1954 survey, a sub-sample of one in four families was asked a series of more probing questions. The main aim was to discover in the case of a new practice being accepted, how this had come about and through what channel of audio-visual aids, though it may be doubted whether people are always aware of all the influences which are at work in causing them to change their minds or try out innovations.

To conclude, I will attempt a few comments on the evaluation of particular audio-visual aids, which is presumably what would be most interesting to members of this seminar. Unfortunately, I am quite out of my depth here, both as regards the production of such aids and their use as an educational tool. I have some slight knowledge of relevant activities like listener-research and its television equivalent, and of research into the effects on sales of various advertising media. The trouble with these measurements, and the splendidly simple measuring rod of box-office in relation to films, is that they have a criterion of effectiveness which is not very helpful for FE and CD. For example, to justify educationally the

outlay of a film or a broadcast, one would need to know not only how many people saw or heard it, but how much of the message got through and what effect it had on their subsequent behaviour. Audio-visual aids, are by definition, aids to a wider process of education and persuasion, and they can only be evaluated in this context, in which local conditions, cultural background and the personality of the educator play so large a part. If an Institute of audio-visual aids were financially and technically sufficiently well endowed, they might make some experiments in this field, but for practical purposes, I feel there is little to be gained from attempting this particular sort of evaluation on an extensive scale under FE and CD conditions. This is a point of view, of course, on which there is scope for disagreement.

I notice in an Appendix to the UNESCO seminar on Audio-Visual Aids at Messina in 1954 some "Samples of Evaluation" of documentary films. Here it would seem that members of the Seminar, having seen the film, rated them as "Very Good", "Satisfactory" or "Poor", with separate ratings on general quality and technical quality. Getting the opinions of a group of experienced and interested people in this way may itself be worthwhile, but this process is not "evaluation" in the sense I have suggested.

Sometimes an attempt has been made to observe or measure the overt response of the audience—do they laugh, clap or walk out? It is certainly worthwhile to know whether a

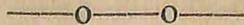
given A.V. aid can attract and hold a given audience under given conditions. But it is not always easy to interpret the observable reactions. It may indeed be useful to have the educator's judgment, after accumulated experience, on whether films in general, or a particular film, have created interest and what use they have been in a campaign. I am far from wishing to suggest that we should reject or ignore the personal judgment of the man in the field, but I want to distinguish personal judgement from the more impersonal process of evaluation. The considered opinions of a few educators with wide field experience would carry more weight with me than the statistical result of a great many people filling in so-called evaluation forms.

Pre-release testing of A.V. material in the field is I am sure, important and worth while. It is not quite the same thing as evaluation but it is a matter we might usefully discuss. Such tests will be most useful when carried out by the materials-producer himself. Adapting the material to meet the points which might come up on a preview of this kind seems to me more of an art than a science. Pre-release testing is a tricky business, because in trying out the material on a few human guinea-pigs, one may not always

be sure whether their reactions reflect an individual or a cultural way of seeing things. You may get round this by testing with a larger number of people, but this may not be worth the time and trouble, and you will also lose the advantage of closer *rapproch* with a small number of informants. My own inclination would be to cultivate acquaintance with a group of individuals, selected as being representative of the cultural milieu towards which the message is to be directed, but if possible more intelligent and articulate than average. Such people would soon learn to point out those features which would not be understood or would carry irrelevant or misleading associations.

An awareness of social settings and cultural differences, is as I see it, essential for materials-producers and educators in this field. They do not need to specialize in sociology to get this awareness, which can perhaps best be stimulated by a combination of study of base-line surveys and evaluation reports, discussion with those whose business it is to specialise on the sociological side and, most important of all, field experience intelligently interpreted and assimilated.

—*Excerpt from a paper read at the UNESCO Regional Seminar on Audio-Visual Aids held at Delhi, Sept. 8-27, 1958.*



ASSESSMENT IN SOCIAL EDUCATION—A Pilot Projects

Kumari Indu Vyas, Research Officer, Indian Adult Education, Association and
Shrimati Dolat Nanavatty, Editor "Social Education News Bulletin".

ADULT Education is a people's movement. Throughout the country, there is a growing awareness that, if citizens are to cope with the increasing complexity of their daily problems and if our free Society is to survive, adults must be continuously involved in process of education. If men and women are to obtain full maturity they must be provided with continuous and ample opportunity for growth, long after the period of their formal education has ended. We observe on all sides a steady expansion in the number and variety of activities which enable men and women to acquire increased skill, insight and understanding during their leisure hours, when they are free from home and work responsibilities. Of course we have no satisfactory scale or a comprehensive objective test to determine the change in attitude and behaviour of human beings. We have no way of knowing what a person's behaviour might have been had he not been involved in a given educational programme, nor are we entitled to say that a particular behaviour was caused by a particular set of past experience. The only way educational programme for the adults can be measured is to

find out what effect it has had upon those who have been subjected to its influence and measure the extent to which certain attitudes have been acquired.

With these limitations, an effort was made by the Indian Adult Education Association to study the effectiveness of the Social Education programmes in the territory of Delhi.

Objectives :

The broad objectives of the study was : Has the Social Education programme

- (1) Made its members aware of the rights and duties of citizenship;
- (2) Created civic consciousness and awareness regarding current affairs;
- (3) Brought about a change in the outlook of its members, regarding social customs and existing social evils.

For this purpose, a questionnaire was framed setting out questions pertaining to :

- (a) Knowledge of Government and Local Body.

(b) Knowledge of civic and current affairs.

(c) Knowledge of social evils and existing customs.

(d) Knowledge of health and sanitation.

(e) Knowledge of Five Year Plan, Development programme and International Affairs.

These were included as it was learnt that the Social Education Centres under various agencies are imparting this knowledge to its members.

Two sections of the questionnaire were devoted to test the utility and effectiveness of special programmes for men and women, one exclusively for men and another for women. One section concerned with information on "Family and Child Care" and "Home treatment of common ailments", another dealt with the knowledge of the basic factors of the Five Year Plan, Development Programme and International Affairs.

It was felt that interviewing an equal number of centre members and non-members (those who had never been members of the Centre) with similar economic, educational and social background residing in the same neighbourhood would reveal the difference if any, in the information, knowledge and outlook of members, who were expected to be influenced by the social education programme, as against the non-members.

For this purpose, four best centres (according to the opinion of the authorities concerned) one man and one woman centre in urban as well as rural areas, were selected.

Since the strength of members varied from urban to rural centres, it was important to fix an exact number of members to be interviewed for each centre. It was decided to interview 25 members from each of the four centres ; and an equal number of non-members. This it was thought would give a fair representation of members attending social education centres so as to judge the effectiveness of the programme on the members as against the non-members, who had similar social surroundings.

Efforts were made to match each member selected for the interview with a non-member preferably belonging to the same neighbourhood, common educational standard, age, occupation and or equal economic conditions, to bring out the difference in the outlook, knowledge and awareness of members as against non-members.

After tabulating the information, in order to arrive at a clear cut distinction between the knowledge, awareness, independent thinking and outlook of members and non-members, a method of grading each question was evolved and a total of 75 marks was allotted to the general section, leaving 25 marks for each of the special sections for male and female interviewees, bringing the total marks to 100 in each case.

To questions which had straight answers (e. g. August 1947, to the questions, "When did India achieve its independence?"), one mark was allotted for each correct answer. To questions pertaining to the "Social Custom", where the replies were not in terms of correct or otherwise, it

was decided to allot marks on the basis of intelligent reasoning justifying their views, irrespective of whether they were traditional answers or reflected progressive outlook. To cite an example ... The question "Should marriages be performed at an early age" had the progressive answer in the negative and a traditional answer in the affirmative. However, for the purpose of grading, the thinking or the reasons behind the negative or affirmative answer was taken into consideration. In the particular question cited above, the interviewee who gave the traditional reply could reason out intelligently as "when marriages are performed at an early age, the young couple have children grown up enough to support them when they are old or retired," scored a point as against the interviewee, who, though gave a progressive reply to the same question, could not answer or reason out why he felt marriages should not be performed at an early age.

The total mark being 100, for both the groups, it was decided to rate respondents as "*below average*", if they had less than 40 marks, "*average*"—between 40 to 60 marks and "*above average*" if they secured more than 60 marks.

The findings of the grading of all members (50 male and 50 female) as against an equal number of non-members from urban as well as rural areas are tabulated as under :—

Table I. Table showing the rating of Members and Non Members in Urban and Rural areas :

	Urban				Rural			
	Male		Female		Male		Female	
	M.	Non.M	M.	Non.M	M.	Non.M	M.	Non.M
Below Average	1	1	6	9	11	10	13	7
Average	9	4	17	14	14	13	12	18
Above Average	15	20	2	2		2		

Findings :—

As observed from table I, the non-members (male) in urban as well as rural areas scored better and were more informed than members. Male and female respondents in urban area were better informed than their counterparts in rural area. Amongst the female respondents, it is somewhat gratifying to note that in urban area, the female members compared favourably with non-members, though the margin of difference is not heavy.

However its reverse in the rural area where 13 members secured marks below average as against 7 non members.

Table II. Table showing the rating of Members and Non-Members in Urban and Rural areas ;

	<i>Male</i>		<i>Female</i>	
	M.	Non.M	M.	Non.M
Below Average	12	11	19	16
Average	23	17	29	32
Above Average	15	22	2	2

Findings :

Eliminating the difference of urban and rural areas, the non-members scored better throughout whether among males or females.

Table III, Table showing the rating of Members and Non-Members in Urban and Rural areas ;

	Urban		Rural	
	M.	Non.M	M.	Non.M.
Below Average	7	10	24	17
Average	26	18	26	31
Above Average	17	22		2

This table highlights the difference among members and non-members in urban and rural areas—not considering the two sexes separately. It is surprising to note that in rural area non-members scored better grades than members. In Urban area the difference is not uniform ; there are less members in category “below average” and “above average” than the non-members.

To conclude, the study revealed that in terms of effectivity of social education centre, members in most cases compared unfavourably with the non-members.

The comparative findings as shown in Table I, II, III reveal that members proved in no way better informed or enlightened than non-members on matters touched in the questionnaire. It is very surprising that after the

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ADULT EDUCATION MOVEMENT—A Review

S. C. Dutta

THE Indian Adult Education Association was formed about twenty years ago and it had to pass through many trials and tribulations. That it withstood dark days—days which held no hopes of better times—is a tribute to the unflinching devotion of its founders. Among these, many are still in harness and to them the Association, I hope, is today a source of satisfaction and pride. Dr. Zakir Hussain, Shri Rustam Masani, Shri Chetsingh, Shri Saiyidain, Prof. Humayun Kabir, Prof. N. G. Ranga and Shri Bilas Mukherjee have been a source of strength to us, who were honoured to carry forward what they had reared, and I do trust the Association has acquitted itself worthy of the dreams they had for it. I would like to take this opportunity to express the Association's gratitude to them, to the late Dr. Amaranath Jha and the late Shafiqur Rehman Kidwai, as well as to many others, who in their diverse capacities helped to build up the organisation. That the Association is today one of the foremost non-official agencies would, I hope, give them the satisfaction that their sacrifice was not in vain.

Since the inception of the Association, vast changes have taken place in the country; these have made their impact

on adult education, and have affected the form as well as the content of adult education. It has also, during the period, spread out far and wide, covering a much wider population than it ever did before. During the last ten years—since Independence—the concept of adult education has undergone a radical change. The Fifth National Conference of the Association at Rewa laid the foundation of Social Education and this marks a departure from the earlier concept of adult education. Most of the social educators are familiar with the nature of change that marked our acceptance of social education. There are, to be sure, differences of opinion of a minor nature, among the workers in the field, about the precise definition of social education, or of adult education. But broadly speaking, there is unanimity with regard to the goals. It would not be wise to attempt a definition of either social education or adult education in terms of rigid formulae, for, both are evolutionary concepts which change from time to time in their meaning and significance, but its purpose—to help individuals adjust themselves to meet the new demands created in society—has always remained constant. Obviously new demands have arisen and adult education has to adjust itself

accordingly. It is in this context that social education has derived from adult education and the Association has striven to help the movement in its evolution. It has attempted to convey the impact of new conditions on adult education and invest it with a sense of direction and purpose, necessitated by these changes. It has gathered considerable experience in the course of these many years and it is time now to unravel the meaning of the experience, so that in future the movement will not lack the benefit of the past.

To begin with, perhaps, the most outstanding feature in the history of the movement during this period is that today the impulses behind social education have changed, because it functions in an atmosphere radically different from the one in which adult education as a movement came into existence. Adult Education came into existence primarily because it answered people's urge to become free; social education came into existence as a response to people's aspiration to live better. The dawn of the era of planning invests social education with new meaning and new possibilities. Planning provides the framework within which people could overcome the impediments which had withheld the promise of a richer and fuller life. This is the context in which social education has operated and will continue to operate in future. It is for us now to find out the manner in which social education can fulfil itself best.

One important problem that has defied solution is that of an institutional framework for social education. In the early days, most of the work in the field was carried on by voluntary

effort of public-spirited men who were inspired by a zeal for adult education. Today, however, the situation has changed. It is not that public-spirited men are lacking, but that the government has taken over much of the work that earlier had been done by voluntary workers. This situation has its good as well as bad points, but if results are any indication, it would seem that the advantages of voluntary organisations far out-weigh those of official ones.

The reasons for this are partly inherent in the nature of the state machinery which militates against the ethos of social education. In a State machinery far too many extraneous influences un-related to the needs of social education, as it operates, plays a part and these influences bear down disproportionately against efficiency in the field. One has heard of the famous Parkinson's Law and social education institutions under Government are not free from the vices of a bureaucracy so vividly portrayed by the discoverer of Parkinson's law. For a movement like Social Education, which seeks to make an intimate and personal impact on people, a bureaucratic structure is hopelessly ill-suited. It may be argued that there is a popular control over bureaucracy. This popular control however, is exercised on basis, few of which are relevant to social education. Political decisions *are* determined by political considerations which need not necessarily be in the interests of social education. These are hard facts which officials who are interested in social education have to face, however, genuinely interested in Social Education they may be.

In the institutional framework provided by the State, altruism or devotion to a cause finds little scope to express itself. Exhortation to Government officers to remain sincere to the cause are meaningless, for, the peculiar logic of a public administration is such that to save one's body, one occasionally has to sell his soul, if he is to remain influential. Further more, the criteria of efficiency, the basis on which promotions are made are not always those which determine the growth and development of social education. As a result, the perspective of workers are not always, guided by needs of promoting the movement or to ensure that social education, in its essential aspects makes an imprint on the community. An outstanding instance of this is the somewhat trite controversy of the physical target system which despite protestations, has yet to be replaced by a more reliable guide for achievement.

This question—the one of finding an institutional frame-work for social education—is one, which must be faced squarely. We are all talking of the social education movement. But has it the true characteristics of a movement? Is it, for instance, rooted among the masses? Has its functionaries learnt yet to understand, sympathise and help the core of the community to achieve its aspirations? As a corollary, we have also to ask ourselves whether an organ of the state, with all the limitations—some of which I have pointed out, ever sponsor a movement, which will enthuse masses to reconstruct the very pattern of their lives?

The answer is a categorical "No". Not merely because of theoretical con-

siderations, but also because of what we have seen in actual practice.

What is the alternative?

The Association has time and again stressed on the advisability of leaving social education entirely to non-official agencies. The advantages of such a step have been pointed out on numerous occasions through numerous resolutions adopted at conferences and seminars. To recall these, would be unnecessary but I would, however, point out one single factor which establishes the relative superiority of non-official agencies. This is that voluntary agency, has to be responsible to the community it serves and the day it ceases to reflect the urges of that community, it will loose the people's support. This factor compels an attitude among non-official agencies which is different from the irresponsibility of the official one. There can be no greater guarantee for effectiveness of social education than this.

In the light of this, we have to seriously consider the role of the Association for the future. These past five years have shown without doubt that the Government has not succeeded in giving a proper direction and meaning to social education; under the circumstances, it would only be fair for us to suggest the Government to implement some of the resolutions on voluntary agencies which the Association had adopted from time to time. Would it not be worthwhile for them to make over the responsibility for the conduct of social education to a non-official agency? We have before us the experience of the Mysore State Adult Education Council, which *prima facie* makes

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UNESCO TRAINING CENTRES—Crefal and Asfec

THE academic year 1957-58 was one of progress at Crefal, Unesco's Regional Fundamental Training Centre for Latin America at Patscuro, Michoacan, Mexico. The work of the Centre was reviewed by the Inter-Agency Committee in June, 1958, and by the Joint Unesco OAS Advisory Committee on Fundamental Education in August, 1958. Both of these Committees expressed their satisfaction with the Centre's progress during the last academic year, and commended the Centre's achievements with regard to adult literacy and the production of prototype educational materials.

Fifty-eight students of the seventh generation graduated from the Centre's regular course on September 27, 1958, bringing the total number of graduates from regular courses to 400 persons from 19 Latin American countries and the United States. Of these 400 graduates, 288 are men and 112 are women. Many of them are employed in posts of major importance in fundamental education and related services in their home countries.

The lines of work in which the graduates are employed include, international service as fundamental education experts in the Andean Indian Program, the Inter-American Rural

Education Centre at Rubio (Venezuela) and other projects in Italy and Somalia; officials in charge of fundamental education and related services in their home countries; staff of national fundamental education centres and fundamental education projects; the production of educational materials; supervisors of schools, teachers in universities and normal schools, etc. In all of these capacities they are exercising a strongly increasing influence on the development of fundamental education in Latin America.

Two short courses for especially selected groups of students were held during 1958, the first on Adult Literacy Methods for 27 students from 15 Latin American countries and Spain and the second on Local Leadership in Community Development for 20 students from 12 Latin American countries and the United States. The first of these short courses was sponsored jointly by Unesco and the OAS; the second was sponsored by these same two organisations plus the United Nations. The future course of adult literacy and community development work in Latin America will be strongly influenced by the persons who participated in these two short courses.

During 1958 Crefal intensified its work in adult literacy and material production. The number of adults enrolled in literacy classes rose from approximately 200 in 1957 to over 400 in 1958.

An integrated set of prototype materials for adult literacy was prepared, tested and distributed to Latin American Governments. The materials are of four types, corresponding to the four stages of the reading process ; items designed to stimulate interest in learning to read primers, first readers and more advanced readers.

For the first stage a film, a film-strip, a series of posters and the puppet plays were produced. These materials were presented to villages in staggered fashion by a sound unit, so as to get the maximum cumulative effect of their impact. Street signs, place names and the names of public buildings were placed in each village simultaneously to help in the process of introducing villagers to the new world of letters.

Two new primers were produced for the second stage of the reading programme. One was produced in two versions ; the first illustrated with drawings and the second with photographs, to facilitate comparison of the results with the methods of illustration. The second consisted of a series of four booklets of 16 pages each about the life of a typical village family. A series of first readers on different themes related to fundamental education were produced for the third stage of the reading programme, and

an informational booklet aimed at those villagers who could already read and write was directed to them to encourage their cooperation in the literacy work of the Centre. Those who could read were requested to encourage their illiterate friends and relatives to attend literacy classes.

Crefal also restated the relationship between adult and fundamental education in general as follows :

Fundamental Education is a programme of assistance and action, by which the specialisation of education and its appropriate methods and techniques are used to interpret and implement the social and economic development of individuals and groups in technologically retarded countries. That is to say that fundamental education, in fact, is adult education specially related to the needs of retarded areas in both advanced and under-developed countries. If it is considered that the aim of education is to develop the emotional and mental equipment of individuals and groups, so as to make possible effective social adjustment; and that the aim of adult education is to develop the acquired experience and education of adults and extend their capacity for experience and further education, so that they may live fully and effectively in their societies; then the relationship of education, adult education and fundamental education becomes clear.

In addition to classroom work in fundamental education, methods and

media of communication, health, home and family life, rural economic development, recreation, social research and the organisation and use of small community libraries, the students are required to live for six months in the village of the Centre's zone of influence. They must experience life as well as read and talk about. For this purpose they are organised in small teams of 3 to 5 persons each, which include members from more than one country and as many specialisations as possible. Working under the supervision of the Centre's teaching staff, the student-teams test and apply the theory and practice previously learned, and assist villagers to organise projects that will help to solve the problems confronting them.

One of the most successful projects of this type has been the experiment with Supervised Poultry Credit, begun early in 1956. The purpose of this project is to help the villagers establish themselves as egg producers (there is an acute shortage of eggs in Mexico), and to show them how their increased earnings from the sale of eggs can be used to improve their homes and farms. The Mexican Bank of Foreign Commerce has financed this project, and Crefal has provided only technical direction and the services of student field workers. The number of hens kept has risen from 3,700 in June 1956 to 16,000 in 1958. Egg production has increased from 2,000,000 in June 1957 to 3,800,000 in June 1958. During 1956, thirty families received loans totalling 100,000 pesos to establish themselves as egg producers; by June 1958, 96 families had been granted loans amounting to 654,000.

Through this project many low income farmers have been able to establish themselves as egg producers, and to amortize their loans completely through the sales of eggs over a total period of 18 months.

The borrowers do not receive cash, but rather the equipment, supplies, materials and baby chicks necessary to start their enterprise. Then for a period of six months they receive their chicken food, medicines and inoculations free of cost from Crefal. After the initial period of six months when their hens begin to lay, they become completely self-supporting.

In addition to learning how to become scientific poultry raisers, the participants in this project have learned to improve the hygienic, aesthetic and fundamental character of their homes, to improve diet and nutrition, as well as acquiring the basic principles of budgeting and accounting. Students who observe and participate in these classes learn the methods and techniques of working with rural people.

Arab State Fundamental Education Centre

The 1958-1959 training programme has been revised in the light of the recommendations of the Arab States and Inter-Agency Advisory Committees. These Committees met in May 1958 and recommended further adjustment of the Centre's programme to the needs of the participating States. The essential elements of this revision are the following:

—Provision of two parallel regular courses for graduates and undergraduates to start in October 1958

instead of one course limited to graduate students starting in January 1959.

—Increase of the number of ASFEC graduates during the next two academic years.

—A shorter period of training for the regular courses—14 instead of 10 months for the undergraduate course and 9 instead of 12 for the graduate course.

—Provision of short-term courses for persons from various Ministries and Departments at a higher professional and technical level to be trained in

the principles and methods of fundamental education and in the use of educational and communication techniques.

—Provision of short specialised course (such as literacy, health, agriculture, etc) when requested by the U.N. Specialized Agencies concerned provided they bear the financial responsibility. ASFEC to contribute accommodation, premises, production facilities, staff members and transportation.

(From material supplied by UNESCO Education Clearing House, Paris.)

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working of the social education centres for a number of years, its members who are participating in the activities of these centres do not show more awareness or information even on matters such as knowledge of government and local body, civic and current affairs, social evils, health, sanitation etc. which the social education centres are aiming to impart. It may be that persons attending the centres come from uneducated, orthodox and backward family environment to whom good deal of attention alone can help to come up to a certain minimum standard. It may just be possible that the information imparted at the social education centres is so meagre that people with higher calibre do not come to the centre or having come there, lose interest and cease to be members. They get the required knowledge and information from sources other than social education centres. It could also be that the method of conducting programme at these centres is such that

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out a case for our views. While the details of such an arrangement would need to be worked out, broadly there is no reason why we should not have voluntary organisations of social education directing social education work at state and district level. The argument that there are not enough number of social education agencies in the field is a clever one, but not a true one for the conditions obtained in the country today are such that social education work is cornered into official circles. If this is reversed, I have no doubt whatsoever that such agencies would come into existence and carry the tradition of voluntary work in social education which official intrusion has broken.

members hardly get anything out of it. There is still another possibility that the workers attached to these centres lack adequate training and experience to handle the adults.

FROM THE ARCHIVES—The Presidential Address of Sir Rustom Masani

We reproduce below the Presidential address delivered by Sir Rustom Masani, Director, Indian Institute for Educational and Cultural Co-operation, Bombay at the second All India Adult Education Conference, held at Bhagalpur, in 1939.

In the forthcoming issues of this Journal, it is intended to publish more documents from archives of the Association, which will throw light on the development of the movement over the past twenty years. This, we feel, will help adult education workers acquire an insight into the dynamics of the movement and shape the future accordingly.—Ed.

THIS year we meet when the whole of Europe is once more in eruption despite hopes of international peace and good-will entertained after the last war. It is, however, a reminder to us that it is futile, if not also fantastic, to hope to reconstruct society and to rear new institutions for giving a new orientation to the life of nations, without human material of the required quality for their foundations. Enlightened citizens are wanted for an enlightened social order. It was recognized in Europe and America long ago that while building for the morrow by educating the children of today the parents of those children, who constitute the nation of today should also be taken in hand. The population in the western countries is literate, and educated grown-ups there are going to school in large numbers, yet even in those countries the problem of rearing enlightened citizens, which is the object

of educating adults, is a vast and difficult one. How much vaster and more complex must it be in India where ninety per cent of the population is illiterate and ignorant.

There is no need, however, to harp on the necessity or the complexity of the problem of adult education before an audience such as this. About six years ago, when the citizens of Bombay inaugurated the Bombay Presidency Adult Education Association, many in India had heard of the need of adult education but few had given serious thought to it. Even four years later, when the first Indian Adult Education Conference met in March 1938, there was little enthusiasm about it in the country. Today, however, adult education is a live issue throughout the land. Everywhere the movement has emerged from the region of discussion into the realm of action. Every Provincial Government has interested itself

actively in the problem. No doubt, the connotation is not the same everywhere, different people mean different things when they speak of adult education. But such different views in regard to aims, scope and methods of approach are a sign of health. What is for us a matter for supreme gratification is that throughout the country adult education is now recognised as a national necessity. One may safely say that it has come to stay as an additional branch of the educational system in the country.

Co-ordination—The Immediate Task

The problem before the Conference is : How to give greater impetus to the movement launched years ago but vigorously pushed forward only during the last two years ? How to help and extend it ? How to encourage those who are engaged in it with information and hints based on the study and experience of similar activities in India and abroad and, if funds permit, with skilled and experienced workers to infuse more life into the movement and to promote new developments ? How, moreover, to get together existing workers and to place them in touch with one another so as to secure the co-operation and such co-ordination of effort as may be practicable, of the different organisations working at different places ? We must solve these questions not merely by papers and resolutions but by action—such action as it lies in our power, despite lack of adequate funds or machinery of administration. It should, I submit, be sufficient for our immediate purpose to have a central organization to offer advice, to spread the literature on the

subject, to suggest methods of approach, to arrange for opportunities for an exchange of views and crystallisation of ideas based on the varied experience of workers in different provinces, and to take all possible steps to further the movement.

The Provincial Governments have blest the movement. The Teachers' Associations and Conferences are anxious to play their part in it. Different organizations in different parts of the country are individually doing their bit. Several literacy drives in different areas have awakened the population to the mysteries of the three Rs. A good beginning has thus been made, but one might be pardoned for asking, in the words of Walter Savage Landor, "Is this the mighty ocean ? Is this all ?"

Hundreds of thousands of our men and women are still illiterate and ignorant. But though illiterate, they have learnt to articulate. Thanks mainly to Congress propaganda and the educational activities of the Congress Ministries during the last two years, the once ignorant and inert masses are pulsating with new aspirations and are yearning for new outlets and free expression. What better service can we educated classes render to the country at such a juncture than by concerting measures to help those people to find such outlets ?

What Policy can we Adopt ?

Attention in India is at present focussed, and rightly, on the more urgent aspect of the problem, namely removal of illiteracy. But in spite of the increased interest evoked in this

department of national service, in spite of the growing number of volunteers coming forward to organize and run literacy classes, in spite of the grants-in-aid received from Provincial Governments, it will take years before even half the population of India is freed from the shackles of illiteracy. What, then, can be done to reach the goal within five or ten years, or within, at the most, a generation? Sir Sarvapalli Radhakrishnan suggested the other day that there should be legislation making it obligatory on employers of labour to maintain classes for the education of their workmen. As last resort, an appeal to legislation has much to commend it. But it is not known whether it is intended that the proposed legislation should also provide for the compulsory attendance of workmen after a day's hard work or during the hours of work. Moreover, what of the numerous other illiterate men and women beyond the reach of the employers of labour and, therefore, outside the purview of such legislation?

Let us consider what concerted voluntary effort may achieve, supported by the educational authorities in each centre. In my opinion three essential preliminaries must be satisfied before great strides forward can be taken towards the extension of adult education :-

- (1) There must be a general demand for education;
- (2) Voluntary effort must be forthcoming to satisfy the demand and to sustain the movement; and

- (3) Government and municipalities should be prepared to provide the maximum amount of funds which can be rendered available, particularly, for such areas as are unable to get adequate voluntary service.

The structure of adult education we aim at rearing should rest not on compulsion but on a lively sense of fellowship and service. Every educated citizen, man or woman, must be taught to regard it as his or her sacred duty to co-operate in this great task.

The best way, in my opinion, to secure such co-operation is to make schools, colleges and other educational institutions in the country, centres for social service, with adult education in the fore-front of their programme. If the Conference were to send out a few missionaries to preach the gospel of such service to the teachers and the pupils of such institutions, the response, I feel confident, would be heartening. It should be impressed on students of both sexes that knowledge is not an end in itself but only a means of social service, and that they should come forward in greater and greater number, to pay the debt they owe to society, for the boon of education they have received, by taking a hand in the education of the vast adult illiterate population of the country. If they cannot do more, they should be shown how they could attempt to educate at least their ignorant relations and friends.

An Example

There is a historic illustration I have in view of such voluntary effort in connection with the movement for the

education of girls in the Province of Bombay.

The early Elphinstonians found themselves living in an age of ignorance and submerged woman-hood. For men there was little at home to inspire or cheer. On many an occasion the educated youths of the day had read papers and passed resolutions on the necessity for educating women, but nothing practical had been achieved. On one memorable day, however, (August 24, 1849), the author of a paper read before the Students' Literary and Scientific Society, Behramji Khurshedji Gandhi, made a fervent appeal to the members of the society for action.

"Let every student here present, use his influence with the members of his own family to get one pupil at least.

"Yes", responded scores of voices.

"Let us teach the students ourselves, and show that we are in earnest."

"Yes, yes!" exclaimed all.

A resolution was there and then adopted by the meeting for opening experimental schools. There was no appeal for funds; several members volunteered to act as teachers and others offered apartments in their homes for opening schools. In those days of orthodoxy, it was most difficult to get parents to send their girls to schools, but within a couple of months the volunteers were able to run three Hindu and four Parsi girls schools with 24 Hindu and 44 Parsi girls on their rolls. For a long time,

those students continued their selfless labours with single-minded devotion until regular societies were formed with funds to conduct the schools with paid teachers.

The foundations of female education were thus laid in Bombay by voluntary effort. Can we not stir the young men and women of today with the same ideals of service and sacrifice to uplift the illiterate men and women in their neighbourhood? Many of them have already splendidly responded to the call in various places. We should now make a countrywide effort on an organized basis. With the co-operation of the authorities of schools and colleges, we should aim at converting every school or college into a social centre, or rather a club for the adult population in the neighbourhood, particularly, for parents and relations of students and teachers.

The knowledge of three R's does not make a man educated. The chief object of the promoters of adult education should be to create an awareness in the individual, a recognition of his mission in life, of his simple rights and duties as a human being, and particularly, to inculcate, in terms as simple as possible, the elements of citizenship, including the elements of child psychology and parental responsibility in rearing good citizens. This can be accomplished even without elaborate attempts to wage a war on illiteracy. In conjunction with the existing organizations for adult education and social workers and volunteers, school and college buildings could be utilized for periodic meetings of people residing in the neighbourhood, both adult and young, both men and women, to

bridge the gulf-separating the educated, the semi-educated and the non-literate. Teachers and students of a particular school or college and social workers in the neighbourhood may form themselves into separate groups to initiate people into a deeper knowledge of their vocations, general knowledge of subjects that intimately affect their lives, such as health, personal hygiene, sanitation, superstitions and otherwise injurious customs and social scourges such as drink; to help them to understand the world in which they live and to place before them the prospect of a fuller and richer life; to provide amusements for them, and by varied activities such as concerts, singing of folk-songs, illustrated talks on varied subjects, motion pictures and exhibits of handwork, to offer opportunities for recreation and friendly intercourse and co-operation.

Three Categories of Adult Education

The ultimate object of such activities among the non-literate must be to create in them a longing to acquire the key to the sealed book of knowledge. Opportunities, should therefore be freely given to them to acquire the skill to read and write. But we cannot stop at literacy. The mind-hunger grows after literacy. That hunger must be satisfied, or else the literates will lapse, as is our sad experience into illiteracy. There are literate thousands who need assistance to enable them to go on growing intellectually. I would classify them into three groups.

(1) Those who may be called literate but who need general enlightenment and a widening of their outlook just as much as the illiterate. They have to

be induced to take advantage of centres similar to those advocated for the non-literate adults, centres where they may acquaint themselves with the world they inhabit, and learn how to enrich and enjoy life and how to use it to the full in the service of humanity.

(2) The educated or so-called educated classes who are interested in the study of cultural subjects such as art, music, science, literature, or civics and administration, and who are eager to invest their leisure in the pursuit of knowledge and to acquire such knowledge for the sake of knowledge. For them numerous clubs, study circles, and discussion groups and classes will have to be organized and in setting up such organizations, we would do well to draw on the experience of promoters of adult education in Europe and America. I believe, in India the Y.M.-C.A. was the earliest in this field. The Bombay Presidency Adult Education Association, which is doing more intensive work in the same field, has now the experience of about nine years' working of the classes for such cultural courses, six years' experience of its own classes and three years' experience of the activities of the work of volunteers, pioneers who paved the way for the formation of the Association. The cultural classes, the popular science classes in the vernaculars and lectures organized under the auspices of the Association on subjects of general interest have drawn steadily increasing audiences. Several adult students have been with the Association right through and have taken one course after another. There are not a few women among them, and their age varies from 20 to 60.

(3) Those who for one reason or another were or were unable to join the University, but are anxious to have university education. For them we have to organize, or move Universities to organise extension courses leading to University Diplomas and Degrees.

Universities must Serve

Towards the adults falling in the second and third categories our Universities have their obligations. The days are gone when it was held that the purpose of a University was merely to encourage liberal education by holding examinations and conferring degrees. It is now increasingly recognized that the University has its responsibilities to the community at large. Our Universities have, however, so far served only indirectly the world outside their walls. It is time they render direct service to the public generally by opening its treasures to the less fortunate. But Universities alone cannot finance the movement. We need various voluntary organizations in co-operation with which such service could be rendered by the Universities. Even the resources of the Government are not sufficient to cope with the responsibility, unaided by voluntary effort and financial support from the public. This is not to extenuate the neglect of Government in this respect in the past. Indeed, the only title on which any Government can rely for the tenure of its office is the quality of the service which it renders to the people, and education is the acid test of such service. Without, however, going into the past history of the problem, I wish merely to indicate the limitations of Government in existing conditions and

the need for self-help and self-exertion on the part of the people. The task immediately before the Conference, therefore, is to create greater and greater interest in the movement, to inspire and enlist workers, and also to move Government, Municipalities and Universities to discharge their responsibilities in the matter. This work can be efficiently accomplished only by the Conference, if it has a few paid workers of requisite ability and experience to tour different provinces as evangelists of the gospel of adult education. While their visits to different places would give a impetus to the movement, the experience acquired by them of local conditions and local organizations would enable the Conference to decide what practical measures it should suggest and what action, if any, it can itself take for securing co-operation of the different units in different areas and for co-ordinating their effort.

Directory Needed

The first practical step towards co-ordination of effort should be the preparation of an Adult Education Directory in India somewhat on the lines of the Handbook and Directory of Adult Education compiled under the auspices of the British Institute of Adult Education. This Directory contains an account of the various voluntary bodies concerned with adult education and of local Education Authorities and Universities. It also furnishes valuable information concerning the main forms of adult education, the growth of the Movement, the work of the Institute, literacy facilities, prison education bursaries and scholarships available for adult education and a

geographical survey of the activities in progress in the field of non-vocational adult education. Were a similar Directory of the Bombay Presidency compiled including a survey of activities in the field of vocation, thousands who are at present merely lookers-on will find that there is a place for them as students, tutors or organisers, or as donors or founders of endowments for the furtherance of the movement.

When I put forward suggestions for the activities of the Bombay Presidency Adult Education Association, about six years ago, I laid stress on the preparation of such a Directory for the Province of Bombay. Owing to lack of funds and workers it has not yet been found possible to essay this task. Meanwhile, it is most gratifying to note that mainly due to the keen interest which Mr. Ernest Champness has taken in the question of an All-India Organisation for the promotion of adult education, the National Adult School Union has come forward to help financially the project for the publication of an Adult Education Handbook.

The Means to be used

The methods for imparting general education, to old and young alike, are well-known. They are divided under four heads; (1) the spoken word; (2) the printed word; (3) picture; and (4) action (manual activity). In a land where the oral tradition has been very significant, "the spoken word" must be the chief means to dispel the gloom of ignorance. It must, however, take years before a considerable portion of the population would be able to read and write and benefit by the written

word. Hence the most patent means of adult education, for some years at least, will be the spoken word. But we have not the resources to engage the required number of speakers and preachers to teach people to live a better and richer life. Fortunately, we have the Radio to overcome this difficulty. But most of our schools cannot spare even the small amount required for a receiver set and the educational broadcasts at present reach only a fraction of the children. Similarly, the poverty of the population militates against the extensive use of the Radio in private homes. The conference would do well to impress on the provincial governments the necessity to provide the necessary funds for the schools under their control and to call upon the local bodies and authorities of proprietary schools to equip their institutions with radio sets. The attention of charity trusts, which give away thousands of rupees in charity every year to various purposes, with or without discrimination, might also be usefully called to this essential preliminary for the education of children as well as adults.

We are also as yet very backward in respect of visual instruction, and the Conference would do well to call attention of the educational authorities to the need for equipping schools with magic lanterns, at least, if not with projectors. Without the written word, however, there can be no permanence.

Adequate Simple Literature

We are already turning out literates by thousands. Is there adequate simple literature for them? I would suggest that for the guidance of those engaged in the work of adult educa-

tion, the Conference should undertake to prepare or assist in the preparation of such literature. Although in recent years educated Indians have enriched in some measure their provincial literatures, here is a field in which much can be done that might promote the cause of adult education. No doubt, all such activities will depend on our resources, and the question of raising funds will have to be put in the forefront of our programme.

Methods of Adult Education

There is one point in regard to methods to which I should call special attention. It is undoubtedly necessary to think of improvements in the methods of teaching how to read and write and the preparation of new textbooks suited to the requirements of adults. But nothing creates greater interest in a subject among young and old alike as discussions and debates. The ancient Greeks and Romans have familiarized us with the use of the forum as an educational agency for the training of people in citizenship. The credit of being pioneers in civic education belongs to the Greeks. Having enunciated the doctrine of the chief good, Aristotle discussed the methods by which his audience could be trained to pursue it. Before him, however, the ancient Iranians had actually conducted Institutes for Adult Education of a definite type. An interesting account of those Institutes has been given by Xenophon in his *Cyropaedia* :

“In every Persian city, is a free square, from which commerce and industry are rigorously excluded, and which contains the palaces

and the chief municipal buildings. On one side is the school for children from five to sixteen (upto five they live at home in the nursery), on the second, the institute for Youth from sixteen to the full manhood of twenty-six, on the third, that for the man of mature years, on the fourth, that for the elders who are past the age of military service. The curriculum is remarkable ; there appear to be no lessons, but only debates and ‘trials’ dealing with the practical events of the school life and conducted under the presidency of an appointed elder. These occupy the greater portion of the day ; the rest is occupied with riding and shooting on the campus.”

The trials in which the pupils took part were not imaginary displays but real actions for theft, fraud, assault, libel and ingratitude “the crime for which, in general there is most odium and least legal remedy”.

I commend this curriculum of studies for the consideration of organizers of adult education, particularly the methods—debates and trials. Education in those days had its roots in religion. The prophet of Iran taught that man’s mission on earth was to be God’s comrade-in-arms to resist and rout the forces of evil and be his co-adjucator in spreading His goodness and making the world more habitable than he found it. To be His comrade one must be like Him and be able to do good deeds like Him. Charity was one of the good deeds specially commended, and charity consists not merely in satisfying the physical wants of the needy,

but also in ministering to the intellectual, moral and spiritual wants of our fellowmen. According to the Parsi scriptures, whoever from the little knowledge he possesses gives knowledge to others, offers a love-service, more acceptable to God than he who, though he knows more, yet does not benefit or help deserving persons. May it be given to each one of us to render such love-service, however limited may be our capacity for it !

Our difficulties are, at the moment, enhanced by the disastrous conflict now raging in Europe. Our hopes for ushering a new order of goodwill and peace rest on adult education. Yet we see the very countries in which such

education has made great progress lapsing into barbarism. But, however disheartening the present situation may appear to be, let us not forget that the world belongs to the catholic, all-embracing creed of human unity, the religion of humanity. Let us not mistake the eddies for the stream. Let us think not of the present and its passing phases, but of the times which are yet to be, when men may rise on stepping-stones of their dead selves to higher things.

“Come, my friends—

Souls that have toiled and wrought and thought with me—

“Tis not too late to seek a newer world.”

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BOOK REVIEW

UNESCO has just published the English edition of its second *World Survey of Education*. This is a major reference work which appears triennially ; the first volume, issued in 1955, dealt with national education system as a whole, while the 1958 survey is devoted more particularly to primary schooling. Like its predecessor, the new volume contains nearly 200 national chapters, covering every country or territory having a distinct school system. These texts are complete monographs, written in most cases by the competent authorities of the respective countries. Moreover, the elements making up the national chapters—descriptive text, statistical tables, diagrams, glossaries and bibliography—are constructed according to uniform patterns and consistently applied principles. Thus the text for each country deals with primary education under four main topics ; historical, policy and administration ; organization ; problems and trends. The book therefore provides a basis for comparative study and international discussion.

Although the current volume deals specifically with primary education, the national chapters contain articulation diagrams of the complete school system and the system of education administration, and also summary statistics for all types and levels of education. For example, the summary tables of over half the coun-

tries represented give statistical information on adult education, including primary and literacy education for adults, and many of the texts make specific reference to the provision of primary schooling for people beyond school age.

Besides the descriptions of national education system, the present *World Survey of Education* contains a considerable amount of generalized material. Thus the first chapter attempts to answer the question ; what aggregate figures can be obtained for the school systems of the world, and what broad changes have taken place in education over the period of five years preceding the date of compilation of the book ? Another introductory chapter seeks a quantitative answer to the question ; what proportion of school-age children now go to primary school, and how has the situation changed over the past 25 years ? This is illustrated by numerous tables and diagrams and by a map of the world showing average primary school enrolment ratios 1950-1954.

* * * *

An Evaluation of Reading Material for Neo-Literates and Study of their Reading Needs and Interest : Shri Mushtaq Ahmed ; Research Training and Production Centre, Jamia Millia, New Delhi ; Pp. 196, Price Rs. 15/-

The book gives an account of the studies undertaken in the field of literacy teaching programmes in the

country. It acts as a valuable guide in the field of production of suitable literature for neo-literates in the five Hindi speaking States of Madhya Pradesh, Rajasthan, Delhi, U.P. and Bihar.

Chapter I covers a short description of the procedure adopted to collect analysis and collate data in connection with the study and the difficulties faced in demarking the group of neo-literates. Chapter II briefly describes the background of the literacy movement in India giving the village libraries, its location, administration, number of books available, mobile libraries and the kind of books distributed to them; qualification and diploma of literacy teachers; motivation for learning to read and write, duration of the literacy class, text books prescribed, method of teaching etc.

In the following chapter the author gives an assessment of the reading needs and interest of neo-literates, and arrives at various subjects in which the adult population is interested; based on the interview of the adult neo-literates of rural areas in the five States, who had completed their certificate course in 1956. Details of procedure and the technique for finding out the reading preference, are given in this chapter.

In chapter IV the author touches a maiden topic, of assessing the technique of book production adopted by various agencies in India. In the light of results obtained by the evaluation, the author gives certain suggestions to the writers of neo-literate books, the illustrators and publishers. In subsequent chapter the author gives the

criteria for the evaluation of reading material, and guiding principles in the preparation of literature. The topic and content of the books for neo-literates, the vocabulary, the idea load, the style, presentation of the matter, format, illustration, design, colour, captions etc. all have been taken into consideration for the help, information and guidance of agencies producing such literature. The last three chapters cover in detail all points on production of literature for neo-literates of these five Hindi Speaking states; from the areas of interest for the neo-literates of various age groups and language and presentation of the book, down to the smallest detail of the price of these books to reach the largest number of neo-literates.

In the concluding chapter the methodology of the production of 12 specimen books produced in accordance with the guiding principle, has been discussed in detail.

The book adds much to our realm of knowledge about one of the most basic and important aspect of adult education, and provides a beacon light for other States to take up similar studies.

* * * *

Audio Visual Methods in Teaching :
Revised Edition ; by Edgar Dale ;
Dryden Press, New York, Pp. 534,
Price : Rs. 34.12.

This is a book that deals with "Why, What and How" of audio-visual materials in teaching. It is based upon the principle that audio-visual material, when used intelligently, can promote the most effective kind of learning in adults as well as children ;

because they can help make the learning experience memorable.

In Part I the author deals with the theory of Audio Visual Instruction, quoting various experiences and examples and proving how audio-visual materials accomplish efficiency, depth, and variety of learning, vocabulary development, a high degree of interest in study, permanency of learning, and experience which stimulates self activity. Towards the end, he gives the technique of evaluating audio-visual materials, and notes 8 questions as basic standards for realistic evaluation.

In Part II, the author considers in detail the different A. V. instruction—giving a chapter on each of them. Materials such as models, plays, puppetry, socio drama, apparatus, displays exhibits, films and film strips, radio, recordings, maps, sketches, charts, posters, verbal and visual symbols etc. have all been taken into consideration and various purposes of each of these materials are considered at length, giving basic values for each of them. Towards the end of Part II, the book gives a chapter on the use of colour as an aid in teaching.

Part III, gives the “How” of audio visual education, emphasizing class-

room applications of each of the A. V. materials. There are eight chapters each of which approaches A. V. materials in terms of a specific subject—matter field, such as Social Sciences, Arithmetic, English, Natural Sciences, Humanities, Health, Safety and Physical Education, and Industrial and Vocational Arts. Part III closes with a chapter on Administration of Audio Visual programme.

The unique feature of the book lies in the fact that the textual discussions have been supplemented with, practical examples quoted by teachers, materials for further study such as books, articles, films, recordings, and an extensive data on sources of materials and equipment. The author has extensively used pictures and illustrations and tied them to the text.

This book would be of immense help to educators of adults and children in solving many of their teaching problems,—partly or wholly by the proper use of the rich experience that can be gained through certain methods described in this book.

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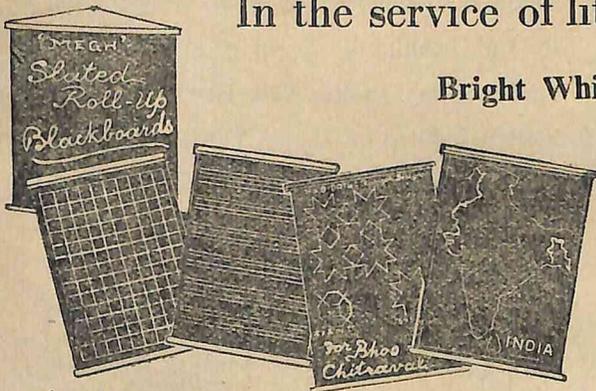
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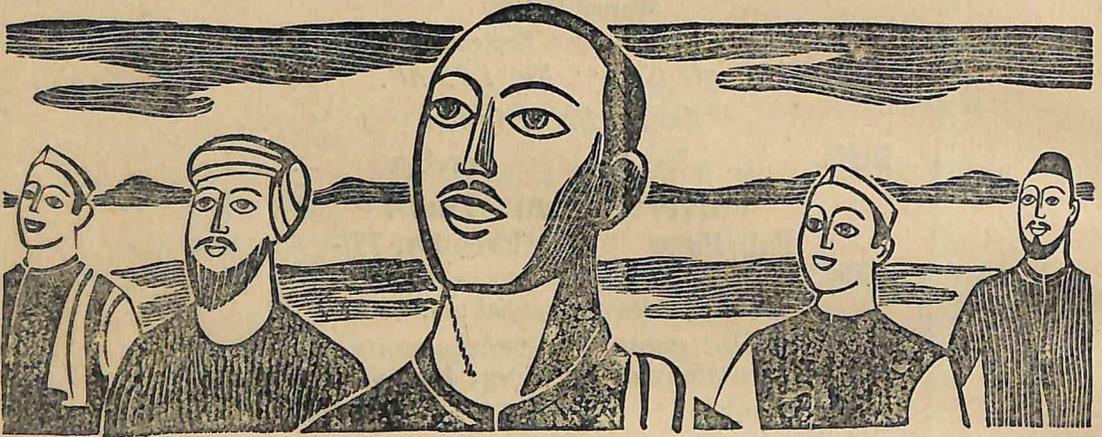
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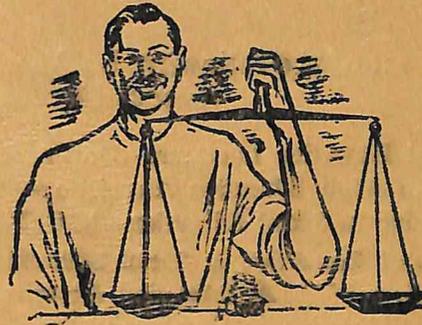
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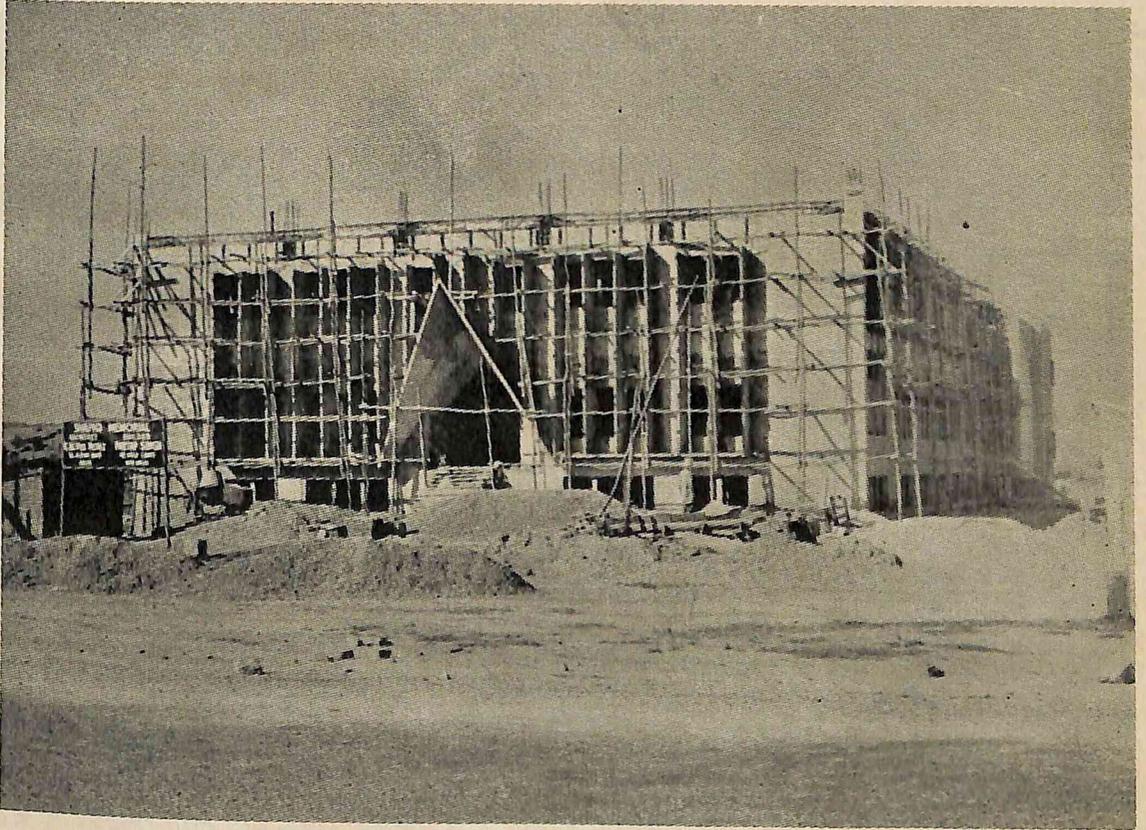
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Journal in all regional languages.*

PERMANENT HEADQUARTERS



Central Office of the
Indian Adult Education Association,
17-B, Indraprastha Marg, New Delhi.

Notes and Comments

Permanent Headquarters

THE shifting of the Central Office of the Indian Adult Education Association to its permanent headquarters on the 11th May, this year marks a significant point in the history of the organization and an event which symbolises the dynamic vitality and self-less service of the Association.

Since 1939, IAEA's record has been one of increasing growth. From an organisation of a few individuals, it grew into an organisation of Social Education workers and agencies, enjoying their confidence, support, regard and leadership. During this period, its activities have expanded and notable progress has been made in various directions. In October, when the President of the Association, Dr. Mohan Sinha Mehta, hands over the key of the Shafiq Memorial Building and the Jha Memorial Library to India's President, Dr. Rajendra Prasad, to formally open the building; it will symbolise the dedication of the building to the people for whose service, it has been constructed and to whom its ownership belong, for it is they who, as donors and as tax-payers, contributed for its construction. Pledged as the Association is for the service of the people, the Association's building will be used for their benefit and development.

The building, as the Social Education workers are aware, is planned to have a Library and Reading Room, a permanent exhibition hall for literature for neo-literates, auditorium, research and training wing, committee rooms, canteen and offices of the Association. It has been so planned, that seminars and conferences could be held without any inconvenience. Apart from seminars and

conferences organised by the Association, other voluntary and official organisations could also have their seminars in this building. Research scholars will also find a congenial atmosphere to do their work, helped by an ever-expanding library, established to perpetuate the memory of one of our leading educationists, Dr. Amaranatha Jha.

In December, 1959, the Association completes 20 years of its useful existence and enters the proverbial age of maturity. It is our hope, the Association will be ready at all times to face up to new problems and new needs. For facing the challenge of time, IAEA needed a permanent Headquarters. We are confident that this new home will help IAEA to serve the people in an increasingly dynamic and effective manner.

Education For Responsibility

OUR culture is our way of life, and at the root of our culture is an outlook, guided by a set of values. Through education we seek to inculcate the basic values and create the outlook. Of course, while and after this is done, supporting attitudes are fashioned and enabling skills are taught, but the guiding values and the basic outlook forms the core of education.

Education is conducted in all ways and always. It is conducted in the home, in work, in play, and in rituals. It operates upon the members of the society from the day they are born until the day they are buried, and the very ceremonies of birth and death are themselves educational exercises.

But at present most of our education

is concerned with knowledge or skills for particular functions of the individual or with the needs of particular institutions and is not addressed to the basic concern of how to produce the types of people we need to produce the kind of society we are seeking to establish.

Moreover, in a free society there are many kinds of roles, an individual is called upon to play. In our country, struggling to establish democracy, each individual has to play multiple roles—intellectual, moral, social and political. A certain quality of head and heart is needed to enable one to fulfil his responsibilities and meet the challenge of life. It is needed at various places and

at various levels. For smaller responsibilities, we have many educational programmes, but for large over-riding all encompassing public responsibilities, we have none. There is no systematic organised programme of continuing education of our mature citizens, for public responsibilities. We are planning to have educational programme for Panchayat members, but what about Parliamentarians, Legislators, Cabinet Members? Is it not necessary for us at least to organise educational programmes to inculcate in them the set of values which have given our culture sustenance and our country and our leader a world-wide name—truth, honesty, integrity, tolerance and compassion?

CONCESSION ON

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A set of the following nine Seminar Reports costing Rs 22.50 nP. are available to social education workers for Rs. 15.00 only.

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Universities of the Modern Age

Prof. Humayun Kabir, *Union Minister for Scientific Research & Cultural Affairs.*

DEMOCRACY means every man's participation in Government and unless the participation is based on knowledge and understanding, it may do more harm than good. Provision of education for all citizens is therefore one of the inescapable duties of the modern State. It has also been recognised that the traditional methods of imparting education in schools, colleges and technical institutions are not enough for the purpose. Such institutions cannot cater for all classes of people and for all age groups. The curricula in the schools do not and cannot cover all the subjects which the modern citizen must know. The spoken word of the teacher and the written word of the book has therefore to be supplemented by audio-visual aids. A well organised museum is an audio-visual instrument that can cater to all classes and age groups and cover all fields of knowledge.

Types of Museums

Museums are of many types: art museums, science museums and museums in special subjects like mining, metallurgy or agriculture. In fact, one can build up a museum for almost any subject that is of interest to man. A mere repository of subjects is not however a museum, for it must portray through exhibits, charts, diagrams, dioramas, films and other visual aids the historic development in each field and link up the past with the living present.

The story of evolution may show plants and animals which have become extinct, but the stress is on their emergence and disappearance in the onward march of life. A museum is, therefore, never a mere store house of the obsolete relics of the past.

A museum must be alive and grow with the life around. An art museum

must present not only the various changes in art in the past, but also the dominant tendencies in present day art. New exhibits must be added every year to keep the museum up to date. Old exhibits must also be rearranged from time to time to bring into focus different aspects of the past and their correlation with the movements of today.

Age of Science and Technology

Ours is essentially an age of science and technology. Their marriage has transformed the world and brought about more changes in the last two hundred years than in the preceding ten thousand years. With increasing industrialisation, science and technology have become closely interwoven with the warp and woof of our life. The process has gone farthest in the West, but today Asia also is feeling increasingly the impact of modern industry on all aspects of her life.

In India, we have deliberately chosen an agro-industrial society as our pattern for our future development. The impact of industrialisation has disturbed the old placid temper of the people and aroused in the common man a new curiosity about the basic facts of science. It is the duty of the State to provide means for the satisfaction of such curiosity. The establishment of museums of science and industry has thus become an urgent necessity of the modern period.

In U.S.A., the city of New York alone has 16 Art Museums, 4 Botanical Gardens, 17 Historical Museums and 6 Science Museums. The American Museum of Natural History is perhaps the largest institution of its kind in the world. The exhibits cover subjects like evolution, astronomy, geology and paleontology, birds, fishes, insects, mammals, animal behaviour, anthropology

and general ecology. Information and instructions are offered to the visitors by using all available modern methods. Guide-a-phone, a portable earphone-and-receiving set that transmits lectures about exhibits to individual visitors as they walk through the museum halls is one of the latest of such gadgets. What is true of U.S.A. is true of U.K. and France, Germany and U.S.S.R., Japan and Australia and other developed countries even though the extent of the service may vary according to resources and local needs.

Functions of Museums

Museums can serve three among other important functions: the acquisition and preservation of subjects, the advancement of knowledge through the study of subjects and the diffusion of knowledge for the enrichment of the life of the average citizen.

If the museums are to play their proper role in education, some important points have to be remembered. Objects must be presented well. Visitors to the museum must be served according to their interest and capacity. Presentation means not only installation of material for exhibitions but also organisation and interpretation. Success depends on co-operation at all levels between the museums on the one hand and students, scholars, educators and the public on the other. In fact, the museum today is not content to wait for the visitors to come to it: it organises projections that take its content and meaning to the community and thus creates in its members interest in and the desire to visit museums. By evoking interest and supplying information, museums, along with libraries, have become today the truest universities of the modern age.

Association's Hindi Publications at Concession Rates

The following 14 Hindi publications costing Rs 21. 40 n.P. will be made available to Social Education workers for Rs. 12/- only.

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४. जनता कालेज की व्यवस्था और कार्य	... ०.५०	उत्तरदायित्व	... २.५०
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Extensions to Libraries— Films & Documentaries

Harbans Singh Bhola

POLITICS is too much in our lives, education and culture too little. Men pay their homage to generals, warriors, politicians and diplomats and spare no thoughts for teachers, librarians, and social workers—the real though unspectacular builders of the new world. Fortunately, there is no dearth of right-thinking men, philosophers and utopians, upholders of the good and noble, the iconoclasts of myths and legends. But it is for the teachers and the librarians to make them heard by the people, to serve as bridges between the great minds and men in the street, so that they may communicate with each other and understand each other's language. Naturally, libraries have their own part to play in ushering in a new era when ignorance, hunger, disease and destitution will be things of the past and violence and conflict will be banished from the world.

Libraries for the Community

The need for living and efficient libraries in the community requires no justification. School and other specialised libraries have their uses but we will deal here only with libraries that serve not any specialised groups but the whole community to fulfil the community needs of social education and development.

Needless to say that the libraries in the districts and towns have been assigned an important role in India's educational plans and they have to be ready and prepared to take up these added responsibilities. They have not only to assist the social education programme in their area and cater to the needs of the neo-literate adults but also

serve the needs of those who have come out of the school or the college, ill-prepared to face life, and have embarked upon a career of unlearning whatever little they learnt at school.

Welcome Intruder

With newer responsibilities have come newer methods; with newer methods newer materials. To shelves have been added adults; in the smell of books is mixed the smell of wax and celluloid; with table lamps are placed micro-film readers; adjoining the reading rooms there are the projection halls. The celluloid has intruded into the domain of paper.

Celluloid has invaded libraries in two ways, as a 'material' and as a 'medium'. The number of books published in the world today is indeed very large and all libraries both big and small, have to face problems of stocking. Old books must make way for the new ones, but all old books cannot be weeded out and yet they must go off the shelves. Microfilming copying of books, page by page on celluloid strips—is being widely resorted to by most libraries in the world and big musty volumes are being preserved in the form of microfilms that require very little room to store.

As a medium, celluloid presents a greater challenge and all librarians whether in States or districts should appreciate its significance. The film today is an important medium of mass-communication. In countries with backward educational systems the part it can play is unique for it can talk straight to the hearts and heads of men whether they know their alphabets or not. But

even in countries with most advanced educational systems and among highly literate communities the film plays an important part, for due to its special characteristics, this medium can do things that no other medium can do.

Categories of Films

Films can be variously sorted to suit various purposes. But they fall into three broad divisions: (1) feature or the story films, (2) the documentary, and (3) the instructional film. The last one is meant to illustrate a lesson, to supplement a lecture or to teach a skill. They are more akin to the school library and since we are concerned here with libraries for the community we will discuss only the first two—feature and the documentary.

The Story Film

The feature or the story film was born out of the use of the cinema as an entertainment. Technically the feature film has reached almost a perfection during the last 60 years or more. Films have a great influence on our lives today. They set fashions of dressing, eating, living and give many people their phraseology, their ideals and their values. As it is important to have clean water and clean food for physical health, equally important it is to have clean films for good mental health of the people that go to see them.

Neglect of the Film

It is surprising indeed that the film should be so much among us and yet should be so much neglected. The only influence that the community exerts on the Industry is the negative check of governmental censorship. There are many misconceptions about the film in the community. Theories about the causes of crime and delinquency have been conveniently simplified and films are considered the sole cause of juvenile delinquency, car thefts, traffic among women and crime of every other sort and description. Nothing could be farther from the truth. Surely films are *not* the cause of crime and delinquency. On the other hand they provide for most

people the necessary and comparatively innocuous outlet for unhealthy tendencies and emotional tensions. No one would, give films a clean chit. The danger of films lies in their presenting as real what does not exist in life, and in the propagation of wrong values among impressionable youngsters.

Its Positive Role

It would be unjust and also unfortunate to forget about the positive role of the story film. Films are the most potent instruments of culture and education in modern life. Films bring men together, establish a common brotherhood showing how men and women elsewhere in the world live, talk, think and love. While the new means of transport have effected a shrinkage of the globe, the film has effected an enlargement of men's hearts and minds; has abolished the distances between peoples, and within nations has brought about an emotional and political integration of the people. It has spotlighted social ills through its highly dramatized emotional stories, has popularized new concepts, and better methods of living, has served as a vehical of culture, and has given an impetus to the arts of painting, writing, music which are all the essential components and ingredients of the story film.

What the Librarians can Do

What the librarians can do to create proper attitudes towards the story film and to safeguard against the bad influences of the commercial cinema should be implicit in the foregoing section. That is to say that the librarians can have a three-fold programme making the community film-conscious; preparing children and adults to counter the bad influences of the film; and using the film medium in its constructive role as an instrument of education, culture, and desirable social change. All this mean organising a Film Appreciation Programme for the Library.

A librarian would indeed be pleasantly surprized by the response from the community to his film appreciation programme. Every one wants to see films, to talk about them, to hear about them,

and to know how they are made. Some suggestions can be given regarding actual organization of film appreciation programmes. The first thing, of course will be to prepare for the new activity. Books on movie-making, the sociology of the film, films as an Industry, Publicity techniques, should be obtained; important film magazines, should be subscribed to; sources for borrowing films and equipment should be listed; community sources that can help this programme should be catalogued; and the help of local professors, educationists, social workers should be sought.

Film appreciation programmes organized by schools and libraries elsewhere report various interesting activities. Lectures by teachers, sociologists, film-makers, police officials, psychiatrists, and film-fans themselves are organised to inform the community on various aspects of the film. Film-home and foreign, are screened and discussed in film classes. It has always been found useful to link the film appreciation programme with the current releases in the town. Most city film societies have their own bulletins, others have arrangements—though this is not always possible to do on account of various vested interests—with some local journals to publish their views and reviews for the benefit of the community. Reviews on films are also circulated to schools and clubs and other smaller libraries. A film-conscious community, careful and discriminating in the selection of their entertainment is thus steadily built. Various useful and interesting activities should suggest themselves once the programme is launched.

Apart from saving children and adults from the bad influences of commercial films these film appreciation programmes can help produce better films. They can make the money minded producer give better films to the public and can give due encouragement to purely 'art' films. In the U.K. for instance, these film appreciation groups have established a regular non-theatrical distribution network-for the art film and the experimental film which could not possibly exist in the cinema world of today where the

box-office is the be-all and end-all of all production codes.

This is lot of work for the librarian but this should not sound an impossible burden. The librarian does not have to do all this himself, he has only to be the cause of it, to bring the community into action and himself remain in the background. Once this programme begins the community will take all work and responsibility on itself and will find it all too interesting to leave aside.

What is Documentary

Documentary has developed as a separate genere of the film medium. It differs from the story film both in approach and style. Whereas the story film is generally interested in the inner conflict of an individual the documentary deals with Man in the community, in the midst of the community. It follows from this that the documentary maker goes out with his camera into the community, in the world outside, photographs actual people (as far as possible) in their actual surroundings with actual scenes and sounds. Thus it is 'actuality' with which the documentary maker is concerned. But a documentarist is not a cine-photographer of events, parades and presentations, fields and hospitals. That would make a news-reeler. A documentary maker is an artist, sociologist, social analyst, thinker and a photographer, who photographs actuality with a purpose, selects, interprets, and thus "achieves in his film a creative reconstruction of actuality." This should make clear the social significance of the documentary. A documentary is infact nothing if it is not social in its purpose. Documentary provides a pulpit, it is propagandist. It speaks to people about their problems, makes them think and motivates community action. Documentary is today the most potent instrument of community education and should be by virtue of this, of special interest to librarians. It is time that the librarians appreciated the potentialities of this new medium, took it into their fold and assigned to it its proper role.

How to Use Documentary

It would be pertinent to mention here the four steps for the most effective use of films. They are: (1) preview of the film by the instructor, teacher, or social education workers, (2) preparation of the group to receive the film; (3) presentation of film; (4) and follow-up discussion. The follow up is the most important part of screening to ensure that the audiences have caught the points that were meant to be communicated to them, and have assimilated the lessons of the film, and that the film has become a part of the viewers' experience.

These four stages in the use of the film are almost axiomatic and accepted by all those who have been working long with films in schools, in social education and community development programmes. It is our experience that very often these suggestions for use of films are forgotten when screening documentaries even by those who are supposed to be fully aware of this procedure. Why? The answers generally advanced by these workers are something to the effect: that documentaries are invariably films of general interest and there is nothing in them to teach: the audiences are varied and large in number and talking to them is impossible. Some workers in this field have the impression that films are after all mass-communication media, and have to be seen by masses of large audiences whom you cannot treat like school boys.

When using films for social education we should keep in mind that films should be used with manageable groups who have been specially prepared to receive them. No teaching or learning can happen in a crowd. The film is a mass-communication medium in the sense that it can be multiplied and reach wider audiences. But if it has to teach, it will have to be shown to a group which can be managed; the group will have to be selected with a view to uniformity of interest of its members; and the film will have to be used as a teaching tool—previewed, introduced, presented, reviewed, and followed-up.

The documentary has been put to most imaginative uses by social education workers elsewhere. It has been made the hub of all social education programmes and community development, as for example, in Canada where the documentary has been used to build active discussion groups in villages and towns. These groups meet at regular intervals, a suitable documentary film is shown to provide the basis of discussion, a discussion of the problems of the community follows and the solutions presented in the documentary are accepted, rejected, or modified in the context of their peculiar community needs. Documentary has thus become the starting point of most community development work in that country and provides a supplementary system of out-of-school education for all Canadians.

A non-theatrical distribution system for documentary must be built in India as well, and discussion groups should be organised. For the present documentaries of the Information and Broadcasting Ministry are being shown in licensed cinema halls under compulsion of law. Some schools and colleges that have projectors show documentaries to their students and the publicity vans of the Central and State Governments show documentaries to a hybrid audiences to serve propaganda purposes of the State. The use of the documentary for community action is almost wholly neglected in India. And if this situation is to be mended and a proper use of the documentary is to be made, the documentary must *primarily* be the concern of the educationist who is not interested in entertaining people or in boasting of the success of his programmes. To make any good use of the documentary it will have to be adopted by the social education worker, the community development personnel, by schools and libraries. It is in schools and libraries that non-theatrical groups have to be formed for viewing documentaries, discussing them and taking lessons home to apply them in the kitchen, in the field and in relation with the neighbours.

While the film appreciation programme of a library is going to be tough job, not many films being available in Indian

libraries and Indian film producers have yet to be enthused to give their films for study; and most feature films being on 35 mm gauge which presents greater difficulties in projection—the documentary field presents a happier situation. The Film Division of the Government of India which has been in production now for more than 10 years turns out more than 30 documentaries every year of varied interest and some of them admirable for the needs of social education. They are also invariably available in 16 mm and also in most regional languages of India. Once the librarians, are able to build their documentary groups there will arise needs of more and better documentaries. Thus a documentary movement in India may have its birth.

Initial Loyalties

Books will, however, remain the nucleus of all teaching programmes and the main concern of the librarians should be books. Happily the feature film and the documentary do not violate the initial loyalties of the librarians to the well-produced volumes holding in themselves the mighty minds of the old in silent dignity. The film and the documentary can in fact help the librarian in his work in making his books go on endless visits to the homes in the community. The celluloid will attract many people to the library and this the librarian can make use of. Documentary discussion group will create interest in literature on Agriculture, Economics, Banking, Architecture, Health and various other topics. The feature films, again, being a composite art will create interests in Poetry, Drama, Fiction, Music, Painting, Dramatics, Aesthetics, Philosophy, Sociology, etc. There is no end to possibilities.

Can We Do It ?

A question naturally arises: can our libraries afford it? and can our librarians do it? No doubt in India there are not even sufficient libraries and of those that are there most are poorly staffed and badly stocked. We must, however, be able to have one good library in each district, one library that can play its part well for the good of the community. It

is time librarians at the district level considered a projection room and projection equipment as part of their purchase and stock their own films and documentaries. For some time we should be content with Film Libraries at the Regional and State levels which are sufficiently stocked to meet the needs and requirements of all district libraries in the area. The district libraries should be initially, interested in distribution, in being the clients of Regional Film Libraries. A good projection hall with darkening arrangements, ecoustically treated and with comfortable seats would be ideal. But we can do without it too. It may be possible to utilize the hall of a neighbouring school or another institution shutting out as much light as we can. The last resort would be the open space next to the library after it is dark.

A 16 mm projector with accessories costs anything above Rs. 3,000 and it requires 10 days for an average person to learn to operate it well. It would be best for the libraries to have their own projection equipment and a trained projectionist. But if the library cannot afford it, the local community development officer, or a college, or some other institution may be able to help.

For proper administration of these programmes the Librarians who have to organise them should be suitably trained. It is generally agreed that the training of librarians in India is inadequate (as everything else is). They seldom are offered any opportunities for specialization and the period of training is so short that the trainees learn nothing more than some cataloguing and classification. How these training course for librarians should be re-oriented is a different problem but Institutes concerned with training of librarians, and State and Central Governments should undertake organizing seminars and workshops for in-service librarians to train them as traders, dealers in celluloid.

Conclusion

Reading, it is repeatedly said, will remain the *sine qua non* of all education. But that this assertion has to be made, implies the hard reality of the challenge

of the film. We live in times when books are being published to go with films and films are being made to illustrate chapters from text-books. The celluloid and paper are, however, not competing, they are reacting on each other to find a new partnership. The librarians have to play their role in determining that partnership and to make it useful and effective yet preserving the beautiful image of the lonely scholar burning his mid-night oil on an open volume, talking heart to heart to the mighty minds, dead and living.

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FORUM

(While working group has been formed for preparing an outline of Social Education in the Third Plan, the Indian Adult Education Association through this organ, invites readers' views and comments to help in the preparation of the Plan. The following note suggesting the establishing of adult schools as a regular element of our educational system for the development of human resources, has been published to initiate exchange of ideas for the preparation of the Plan. We hope readers would join in this exchange of views to help planners to draw a proper scheme for Social Education under the Third Plan. Ed.)

A proposal for adult education

THE reports of the Programme Evaluation Organisation and others which deserve consideration, point out that nothing substantial has been achieved in the field of social education. In any case, it has to be admitted that the results are not commensurate with the expenses incurred because either the expenditure has been too widely distributed or the whole work lacked focus. In terms of creating harmony and unity, little tangible could be claimed by those who have been working in this field. In the field of literacy also nothing substantial seems to have been achieved. In a country where 85 per cent of the population is illiterate, hardly two per cent are being covered by the literacy classes each year throughout the country. One is not sure about the attainment of those claimed to have been made literate; whether they are able to read and write in a functional manner or just able to read a few words haltingly. A recent survey gives a very pessimistic picture.

2. Development of human resources should be given the highest priority, if production in agriculture and industry is to be raised. Moreover, the concept of a welfare state requires that there should be equal opportunity of education for all. It should be our endeavour to provide opportunities for education to adults as well as children. A literate

population will not only strengthen democracy, but it will also be an asset for different development programmes.

3. For this purpose, a plan should be made for systematic and continued programme of education, leading the adult, grade by grade, to the Higher Secondary level. Permanent Adult Schools should be set up in the country. The adult schools can be organised at three levels :

- (a) Adult Schools up to Primary level.
- (b) Adult Schools up to the Secondary level.
- (c) Adult Schools up to the Higher Secondary level.

4. It is suggested that these schools be set up in the initial stages in urban areas, suburban areas and new townships for workers and displaced persons. In rural areas, they can be started only when a demand for these is created. Adult schools up to Secondary and Higher Secondary level may also serve the purpose of providing further education to those who have dropped out from the regular primary schools. They can also be utilised for providing vocational training to enable the citizens to learn and improve their trade. It would be desirable to draw up a plan of phased setting up of these schools.

5. Perhaps we would do well to start Adult Schools in 20 industrial areas where coordinating councils are to be set up, 25 sub-urban areas and 5 newly established townships like Kalyani, Durgapur, Bhilai, etc. In addition, we might think of setting up these schools in 500 towns and smaller cities. Wherever possible in the Community Development Blocks these schools might be set up on experimental basis.

6. It has been suggested in the First Five Year Plan, that it would be much better if the Government, instead of taking up actual field work, leaves social education work to non-official agencies, cooperative societies and local recreational and cultural group organisations, and instead of covering the entire field, it would be useful if work is concentrated on specific areas of work.

7. Therefore, we propose that the responsibility for setting up adult schools should administratively be that of the Education Departments in the States, but the schools should be conducted by local bodies, panchayats, cooperative societies, factories, adult groups, coordinating councils and other voluntary agencies interested in adult education.

8. The Education Department should sanction an adult school wherever 20 students, living within the radius of a mile or two in urban and rural areas, apply for it, and give grants as they do in the case of formal education.

9. In cities and towns the immediate responsibility for motivating different agencies to set up adult schools may be entrusted to a committee of local citizens appointed by the Education Department of the Municipal Committee/Corporation. The Committee may appoint sub-committees of 2-3 persons to go and actually inspect the adult schools. In rural areas Panchayats may take up the work of running the schools under the overall supervision and guidance of the S.E.O.

10. The task of coordinating and promoting the growth and development of these schools can be entrusted to the Indian Adult Education Association, which is already recognised as a national

organisation of adult education workers and agencies in the country.

11. The setting up of adult schools and their proper functioning would require an agency to carry on field research and studies in the preparation of syllabuses for different schools to suit the adult needs and interests and in the preparation and selection of suitable textbooks and other reading and teaching materials, evolving tests, general guidance in running of these schools, helping in teachers' training programmes, helping to solve the difficulties faced in the running of these schools and setting up a few model schools. This work can be entrusted to the Research, Training and Production Centre, Jamia Millia, which is carrying on experiment, on these lines in 7 cities of the country on behalf of the Union Ministry of Education. The Jamia Millia and the Indian Adult Education Association would work in close cooperation.

12. The following facilities should be provided to adults in the adult schools:

(a) There should be three hours school in the evening. Saturday should be reserved for consultation work and providing general information. Teaching should be conducted on the other five days.

(b) The subjects for study should be the minimum possible. For example, such activities as P. T. and extra-curriculars, which find a desirable and necessary place in schools for children, may be omitted in these schools.

(c) The employers should give necessary leave with pay to adults for examinations and a few days (say 2 weeks) for preparing for examinations. The employment hours should also be adjusted to suit the workers. If necessary, this may be done by legislation.

(d) The examinations should be held twice a year. In all cases, except for the final (Primary, Matriculation or Higher Secondary) examinations, there should be a separate examination for students of adult schools, and the examining body should be the Education Department of

the State. The certificates given to the students of adult schools should be considered equivalent to the corresponding certificates of regular schools.

(e) Admission to examinations should be open to all who apply and produce a certificate of having passed the examination for the previous grade. No attendance percentage should be required. The examination fees should also not be as high as they are in other cases.

13. Teachers

(a) There should be a teacher for 20 students on an average.

(b) One whole-time teacher should be appointed for a school which has 100 or more students on its rolls. He will be responsible also for administrative work.

(c) The subject teachers should be part-time, paid at half the rate prevailing for teachers in children's schools.

(d) The adults, if they like, may choose their own teachers. He should, of course, be on the panel of teachers which the Committee, mentioned above would maintain. It is not necessary that all persons on such panels should be professional teachers.

(e) If necessary, a short course of a month or so may be given to teachers of adult schools. The teachers to be employed for the primary Adult Schools must be trained in the techniques of Adult education.

(f) Papers on Adult education may be introduced in all the teachers' training colleges of the country, with emphasis on adult psychology and administration of adult schools.

14. Teaching Material

The textbooks and other teaching materials for adult schools should be different from those used for corresponding classes in regular schools. It is suggested that the committees mentioned above should sift and grade the available material in the regional languages, in order to make it serviceable for adult schools. If necessary, the teaching

materials may also be specially prepared to suit the interest and ability of adults. The textbooks for the primary adult schools will have to be prepared in advance.

It may also be necessary to have a large production of charts and posters and other visual aids for different grades. These are good as teaching material and they are lacking even in ordinary schools.

These materials may be prepared under the overall guidance of the RTP Centre.

15. Finance

The expenditure on the adult schools could be met from the following sources:

(a) Fees from earning adults (unemployed adults may also be charged fees, though at a reduced rate, say 50% of those from employed adults).

(b) Sometimes factories or other concerns, which are able to pay, may also provide the necessary equipment and even buildings for the adult schools.

(c) There should be scope for accepting donations for adult schools both in cash and kind.

(d) The rest of the expenditure on adult schools would have to be met from Government grants. As far as possible the ordinary school buildings will be used to house adult schools in the evening. In so far as possible, their equipment may also be used for the adult schools.

Funds could also be secured by pooling the resources available for education and welfare of the Labour Welfare Fund, Coalmines Workers Welfare, Cess Fund, Workers Education Fund and funds earmarked by the Ministries of Steel, Mines and Fuel, Railway and Defence for the purpose.

16. If necessary, the movement for adult education in the Third Five Year Plan should be supported by suitable legislation. For example, legislation may be needed for :

(a) securing necessary facilities for the employed adults from their employing agencies ;

(b) enabling regular schools to function as adult schools in the evening ; and

(c) waiving age limits for admission to universities and other institutions of higher learning, etc.

17. The first Five Year Plan advocated the setting up of coordination councils in urban areas for the development of social education. It would be desirable if the proposal of the First Plan is implemented during the Third Plan period. This would encourage citizens' contribution to the planning and execution of the programme of social education. This may also help in the development of self-help and community action rightly emphasised in the First Plan. One of the important functions of the coordinating councils would be to set up and popularise adult schools. The services of the Indian Adult Education Association and its affiliated non-official organisations in the States should be made use of in the setting up of such coordination councils.

18. It is suggested that attention should be paid both to expansion and

field activities and to research and evaluation in the field of adult education. Research studies should be undertaken as far as possible by voluntary agencies, like the Indian Adult Education Association, the Research, Training and Production Centre, Jamia Millia, Teachers Training Institutes and Schools of Social Work with grants from the Centre.

Summary

Under the Third Five Year Plan it is our suggestion that the development of human resources should be regarded as the highest priority. For this purpose, adult schools as a regular element of the national education system should be set up through voluntary agencies, co-operative societies, panchayats, local boards and municipalities. The All-India responsibility for the growth and development and coordination of these schools and for field research and studies and preparation of reading and teaching materials should be entrusted to the Indian Adult Education Association and the RTP Centre, Jamia Millia.

Coordination Councils should be set up in each large city to plan social education work and set up adult schools.

Getting Acquainted

Friends and Fellow-workers,

You know already that at the last Annual Conference of the Indian Adult Education Association held at Lucknow, some friends proposed my name for the Presidentship of the Association for the usual term of two years. Their action did not appear to me either wise or sound, and I told them so. But my protest and warning were not heeded. That is why you find me addressing these lines to you. It is now no use deprecating the judgment of those well meaning friends. Their proposal was adopted; therefore, I have put on this heavy harness! I can only say that the responsibility for its consequences will be borne by those friends who treated this important aspect of the work of the Association so lightly!

2. It is my wish and it will be my endeavour to keep myself in touch with the leading workers of the different States in the field of Adult Education and to remain posted with what is going on and is being achieved under their guidance. One way of realising this purpose would be to get acquainted with you personally—through actual meeting, whenever possible, otherwise through correspondence. I hope periodically to address you a letter in the columns of this Journal. I shall place before you such thoughts (or suggestions) as occur to me. I am by no means an expert in this field. The purpose behind these periodical letters is to stimulate activity and provoke thought. Free discussions, even criticism of my ideas is, therefore, likely to promote rather than stifle progress in our work. And further, I have the feeling that these personal letters will bring us—you and me—closer together in thought and aspiration, if not also in action, in the pursuit of our common objective. Next

to a visit to your centre and personally meeting you and your collaborators, this is, to my mind, the best way of associating myself with you.

3. I have indicated above that the Lucknow Conference should have selected another abler and more experienced leader in the field of Social Education than myself as President of the Indian Adult Education Association. But after emphasising this, I do not mind making an apparently immodest confession. I have a deep faith in the efficacy of Adult Education in contributing to our all round progress. This subject has attracted me for thirty odd years. I have been interested in this aspect of social work in our country and abroad. Pressure of other activities did not allow me the time and opportunity of taking up active responsibility in the field of Adult Education, but my faith in its value and ardour for its growth and expansion have remained undiminished. This is, therefore, my claim to your confidence and comradeship.

4. One cannot think of many aspects of social work and welfare which have such a strong and direct relation with social and economic development as Adult Education. It really lies at the root of our present political and economic problems. The institutions and organisations conceived for our betterment depend for their success mainly upon the calibre and character of the human beings whom they are meant to serve. Do we not find that the vast mass of our people on whom rests the responsibility for the success of all our schemes of welfare and progress are steeped in ignorance, remain feeble in intellect and inert in moral fervour. Even the education of the adult is necessary for ensuring the success of child education. Thousands upon thousands of our people

lapse into illiteracy after having gone through some measure of school education, because their homes continue to remain in darkness, removed from the light or vigour which learning brings to human life and activity.

5. Leaders and workers devoted to the cause of social education have clear ideas on this subject. Unfortunately people outside this sphere do not always understand this fact. It is our duty, besides the main task of promoting social education, to impress upon the leaders of society, this truth, namely that economic development, political and cultural progress, even the moral health of society can thrive mainly on the mental and spiritual quality of its members, the general body of citizens. It is a fundamental point. In an era of planned development this assumes a greater importance. Is it not patent that the mass of the very people for whose benefit our Five Year Plans are conceived and put into execution are not prepared fully to profit from them? Our people are tightly encased in the vicious circle of ignorance and poverty therefore no means to provide for education, and therefore ignorance and poverty. This vicious circle must be broken. It is the workers in the field of social education who must do that.

6. The purpose of Adult Education is comprehensive, so must be its plans and programmes, means and methods. Luckily our workers do not now consider literacy as synonymous with Education. This confusion does not blind our vision any longer. Social education should be conducted in various ways and by different means suited to the local environment and the life conditions of the people. There is no sense in being stereotyped or conventional in our methods. The needs of a rural community are obviously different from those of an industrial region. The courses of instruction for illiterates would not suit those working adults who are desirous of further learning than what they acquired at an elementary school. There should be no rigidity about the means either. Besides formal classes, lectures and "continuation"

schools, we should be ready to use all other methods, such as workers' clubs, historical excursions, magic lantern slides, films, radio broadcasts (and in due course, Television) for promoting social education. In fact, every device should be utilised for broadening the mental horizon of our people, bringing knowledge and learning to them and interesting them in their environment, in national affairs and international events. The emphasis is on education in the widest sense. Our duty consists in helping the worker, the farmer, and the artisan to find his place in Society and the State. He should understand the rights and duties of his group, "to reinforce the sense of democratic function... and to train him in right political and social behaviour" in the words of a German Adult Education leader.

7. The progress of the Adult Education Movement in the civilized world is a moving story. Every country initiated and shaped it along its own lines and according to its needs. There was a marked variation in the way Adult Education organisations developed, for example, in Germany and the United States, in Denmark and the United Kingdom. Its growth and its fruits were related to the tradition, social needs and the genius of each people. While we should be ready to profit from the experience and ideas of other countries, basically our efforts should strike roots in our own soil. We should certainly learn from others, but mere imitation will not bear any good results. In Adult Education, even more than in other aspects of education, we shall have to think out our own plans, methods and programmes; and they too will vary for different groups and regions. A vast field of useful social work lies in front of us for being cultivated for the benefit and prosperity of our nation. And there is unlimited scope for research and experiment in which Government and voluntary agencies could co-operate for the common good.

8. India today, occupies a peculiar position in the world. After Independence, its prestige and importance

abroad have steadily gone up. Her voice is heard with attention and respect in International councils. Judging from her industrial and commercial progress and political achievements, she is no longer regarded as a "backward" country. And yet vast masses of our people subsist on a very very low standard of existence. The enormous differences in social and economic conditions of the various classes, from primitive tribes on sub-human level at one end, to the prosperous and highly sophisticated city people at the other, constitute a serious challenge to our leaders and the Government. A large proportion of the masses of our countrymen are illiterate and live completely cut off from the currents of national life and international developments. This big gap has to be filled up before the whole nation can make a solid and united contribution in support of the country's big development schemes and in strengthening her position and policies in world affairs. Besides, it is quite obviously a serious danger for this biggest democracy in the world, that seventy per cent of her population should be ignorant, illiterate and live in abject poverty. It is a problem of menacing dimensions and yet of great urgency, if our democratic structure is to survive in safety and strength. Well thought-out and expanding schemes of Social Education on a nation-wide scale is the answer to this delicate and difficult situation. Considering the magnitude of the task our present efforts are quite obviously meagre and weak. This emphasizes the heavy responsibility which devolves on the Indian Adult Education Association. It is upto the Central and State Governments to realize the urgency of the situation and to support our efforts and also all other forces and agencies in this field in order to make up for the lost time. For quite a while, our main problem will be to attack the extensive dark patches of illiteracy on the human map of India. Without removing them in as short a time as possible most of the other development schemes will largely fail in their purpose. Moreover, our democratic constitution will remain in constant danger of being suppressed by dictatorial elements. In sheer self-defence, therefore, it is essential that our

workers in the field of Adult Education should draw upon the best in our tradition and heritage to stimulate all round development—economic, political, spiritual, and cultural—of our people. In my mind, I see a clear relation between the future of India and the future of the Adult Education movement in our country.

9. Before closing this letter, I would like to devote a minute to an important aspect of our problem. I am thinking of what the Educational specialist calls the "Plasticity theory". The supporters of this idea emphasize the limited capacity of the adult to learn, that after a certain age a person is unable to benefit from instruction, that is learning is only for the young and that the adults are "too old to learn". This theory in its original crude form is no longer accepted by modern educationists. While there is undoubtedly some force behind it, the theory in its old form has been disapproved by the experience of thousands of workers in the Adult Education movements all over the world. We should put up a hard fight against this notion which goes about with the sanction of a popular proverb. Its generalising influence is pernicious and should not be allowed to damp our spirits. It is certainly possible for adults to continue learning even after school-going age, although the process may be slow and difficult.

10. In conclusion, I wish to stress once again the comprehensive role of Adult (or Social) Education movement in national progress and international understanding. And this time, I approach the point from another angle. In the present circumstances our main effort, it is true, will be directed towards the liquidation of illiteracy—even that should not be regarded as our sole activity in this field. But we should look further and beyond. Our aim and purpose would remain unfulfilled until we could provide the benefits of 'liberal education' in arts, literature, history, philosophy, religion, politics and culture to those whose studies were cut short at an early stage. We expect to carry our universities with us eventually, in this

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Education With Social Relevance

H. D. Dickinson

EVERYONE knows the fairy-tale in which a mortal is given three wishes, which are literally fulfilled but bring little satisfaction. (W.W. Jacobs's story *The Monkey's Paw* is a sophisticated version of this). The aspirations of reformers are often fulfilled in a similar way. For over half a century educational reformers have striven for a society in which every child should have the chance to fulfil all his possibilities of development irrespective of social class, sex, or parents' means. What they have got is what Michael Young calls the 'Meritocracy' and other writers the 'New Mandarinate'—a dominant class recruited by competitive examination.

The WEA was founded by some of the reformers mentioned above and still stands for their ideals. These ideals are, broadly, those of the Renaissance, democratized and socialized. In the Renaissance there appeared a concept of education, liberal and secular, based upon the need to develop the whole human personality. It was a noble concept, but limited in two ways. It was a class ideal; Renaissance education was education for a small governing and property owning class. It was an individualistic ideal; it envisaged a development of personal excellence as an end in itself. The highest educational aspirations of our own time endeavour to extend and deepen the Renaissance ideal by extending it to the whole community, on the basis of equal human rights, and by deepening the concept of individual self-development by the realisation that only if he is fully intergrated with the society in which he lives can a man be fully an individual.

This then is the tradition in which the WEA was conceived and which has animated its most devoted (and some of its most distinguished) members. According

to this tradition the highest aim should be the full development of the human personality—not as a potential civil servant or atomic physicist, as a publicity expert or television star, but as a man and a citizen—irrespective of sex, occupation, class or race. In our society, rapidly tending towards a mandarinate, in which education is becoming more and more a preparation for the social-status grading tests, there is need for an organization—nay, more than an organization, a movement—which shall try to hold aloft ideal of a genuinely humane and democratic education. Such a movement has been—and still may be—the WEA.

We talk about education with social relevance; what do we mean? For the WEA this means not necessarily education in social subjects (economics, politics etc.) important though these be, but education that makes the participant in it an effective member of the society in which he lives. We know how many WEA members serve the community as MPs, magistrates, local councillors, trade-union officials etc. But there are also those who, without any office, title or claim to glory, act as centres of effective action in their own immediate environment. Among neighbours, friends, and fellow workers they stimulate, inform, advise, participate in informal discussion and lead in small-scale collective action—in short they make the life of those around them more vivid, more meaningful and more aware of itself. Education, whether in social studies, in literature, in music, or in anything else that fits them to do this work more effectively is education with social relevance.

Why the Workers' Educational Association? Because for many years to come, if existing official trends in education continue, there will be a division

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Panchayats—Our Little Republic

PANCHAYAT is one of the three basic institutions which Prime Minister Nehru has been mentioning repeatedly as a 'must' for every village. This is a clear measure of the importance which is now being attached to self-governing rural units in new India.

Although the institution had existed in India from times immemorial, regularly constituted panchayats under specific enactment of State Legislatures came into being during the latter part of the British regime. Their range of functions were, however, extremely limited. Their working, often impeded by factional feuds and internecine quarrels, has not been uniformly satisfactory either.

The first serious attempt to make panchayats the bed rock of life of the village community in India started only in 1950 when a specific directive was laid down under Article 40 of the Constitution to organise village panchayats and to confer on them such powers and authority as may be necessary to enable them to function as units of local self-government.

The New Concept

The First Five Year Plan gave shape to this new concept by mentioning the panchayats as an agency for carrying out village development programmes. It recommended legislation to assign them certain specific activities relating to village production and the development of land and resources. The Second Five Year Plan reiterated the emphasis by conferring on them a number of functions including framing of programmes of production in villages, drawing up of budgets, acting as channel for Government assistance to the villages, and organising voluntary labour for community works.

The importance of panchayats in the new context was, however, brought out in the boldest relief by the Community Development movement. The C.D. Programme, which aims at all-round development of the village through collective action of an increasingly self-reliant community, accepted the panchayat as the most effective instrument of community development. Panchayats being composed of the people themselves were recognised as the best equipped institution to plan for the development of villages in accordance with the wishes and aspirations of the people. They would execute those plans, mobilise local human and material resources and ensure progressive increase in people's participation.

Expansion of Panchayats

The expansion in the number of panchayats has been fairly rapid. Since the beginning of the First Five Year Plan, more than 81,370 new panchayats have been set up bringing the total to 1,64,358 on March 31, 1958. It is, however, admitted that not more than 60 per cent of these panchayats have been functioning effectively and making appreciable contribution to the developmental activities. Too large jurisdiction, too few powers and too scanty resources are considered to be the main hurdles in the way of efficient working of the panchayats.

In order to make the panchayats assume full responsibility of rural development on the above lines steps are being taken to strengthen these institutions both financially and administratively. Until recently, both at the Centre as well as in several States, panchayats and the rural development programmes were being looked after by separate Ministries or Departments. The much

desired integration has recently been effected at the Centre by entrusting the work relating to village Panchayats to the Ministry of Community Development.

The new role of panchayats was examined by the Central Council of Local Self-Government held in New Delhi in October last. The Council recommended that the States should draw up and implement their panchayat programme most expeditiously so that all villages in the country are served by these institutions at the latest by the end of the Second Plan period.

Homogeneous Unit

The size of the panchayat should be small enough to enable the people constituting the Gram Sabha to be in touch with one another in their normal day-to-day work and thus form a compact homogeneous unit. Ordinarily, there should be one panchayat per village.

By way of financial assistance, it is proposed to provide an adequate share of land revenue to the panchayat. At present, whilst a few States e.g. Mysore and Bombay, have allotted 1/4th or even more of the revenue to the panchayats, a large number of States have yet to make any substantial allocation. Resources from the block budget as also from the various development departments and Boards are to be pooled at the block level for utilisation through panchayats. Legislation will provide for the levy of some taxes as obligatory and others as optional.

Since some administrative experience on the part of those elected to the panchayat will undoubtedly lead to greater efficiency, a scheme for training and orientation of all panchayat personnel e.g. panches, sarpanches, panchayat secretaries, Panchayat Extension Officers etc., is already under preparation in the Ministry of Community Development. The training is proposed to be imparted by organising short duration camps as well as through specially set up training centres.

Functional Sub-Committees

To assist the panchayats to discharge their responsibilities properly in the planning and execution of the programme it is proposed to form functional sub-committees of the panchayats. The sub-committees would be in day-to-day charge of the execution of the schemes in different sectors of the village plan such as agriculture, village industries, health and sanitation. Such functional sub-committees will include representatives from the various voluntary organisations like Farmers' Forums, Mahila Mandals, Yuvak Mandals. Individuals who have knowledge, experience and interest in particular facets of the programme will also be co-opted on these sub-committees.

Democratic Decentralisation

Simultaneously with the strengthening of the institution devolution of powers is to take place helping the panchayat to become a live organisation working for the welfare of the community and exercising administrative authority at the village level. The most significant step in this direction was taken last year when endorsing the recommendation of the Balwant Rai Mehta Study Team, the National Development Council approved the principle of democratic decentralisation and recommended the setting up of a new body called the "Panchayat Samiti" to be constituted by elected representatives from the village panchayats.

The functions of the Samiti, which would work at the block level, would cover the development of agriculture in all its aspects including animal husbandry, promotion of cottage industries, public health and administration of primary schools. Apart from having its own sources of income specifically assigned to it, the Samiti would also be given all Central and State funds spent in a block area.

In approving the idea broadly, the National Development Council eschewed rigidity of pattern leaving it to individual States to decide upon the exact form of decentralisation as suited to

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Libraries in West Bengal

N. Roy, Chief Inspector of Schools, West Bengal Government, Calcutta

AS UNESCO puts it, the existence of a free public library, free in the sense that its resources and services are available to all adult citizens with regard to creed, politics or social situation, is in itself an affirmation of the Community's belief in the capacity and willingness of the individual citizen to continue purposively to educate himself throughout his life. The objective of all public library service is to get books used: that is, to get into current circulation and comprehension, in the minds of men, through books, a wider range of ideas of established high quality. Closely linked with this is the ideal of modern democracy. The ideal of democracy today has changed the older concept of a library as a place primarily for the protection and preservation of books for the few to an educational storehouse of knowledge, guidance and inspiration for all. It is in a modern library that a citizen can find full and impartial information. In West Bengal, immediately after partition overall literacy was somewhere near 24%. Fourteen thousand primary schools enrolled over 14,00,000 pupils. Seven hundred High Schools and over one thousand Junior High Schools imparted education to over five lakhs boys and girls at the secondary level. Nearly fifty-thousand young-men and women studied in the colleges for general education. The number of scholars prosecuting higher studies at the two Universities would be approximately 4,000. The census report for 1951 revealed that in West Bengal the number of people of all educational standards from the University to the Primary level was 61,19,049 in that year.

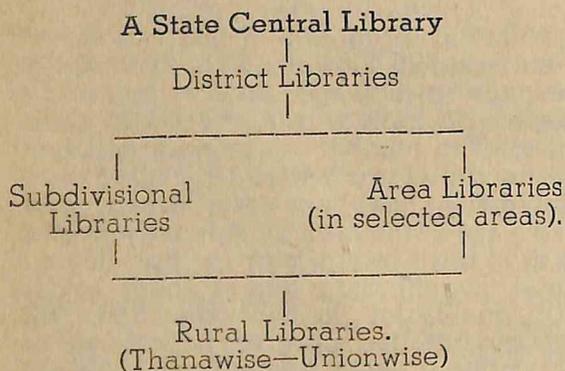
During the last eleven years, education at different stages has made quite

substantial progress. Primary schools numbering 25,456 enrol 23,65,639 pupils. Secondary Schools numbering 3,595 impart education to 7,66,115 boys and girls. The number of general colleges has mounted from 48 to 102. One new University has been established, and more are in the offing. Annually over a lakh of boys and girls sit for the School Final Examination and of them about 50% qualify for higher education. All this quantitative progress in the field of education poses a tremendous problem. The problem is: how to cater to the intellectual and cultural needs of these people, to prevent wastage and stagnation, and to offer them opportunities for educating themselves continuously throughout life.

In so far as the State Government is concerned the first initiative in the matter of development of public libraries in West Bengal may be said to have been taken in the year 1950-51, when an ad hoc grant of Rs. 1,06,100/- was sanctioned for distribution to the existing libraries for the public for improving their book-stocks and equipment. Simultaneously, grants were also sanctioned for the establishment of reading-room and library-centres attached or adjacent to the social (adult) education centres for the specific purpose of providing facilities for post-literacy education to the neo-literates. The Government spent Rs. 9,43,000/- during the last eight years on this account.

The object of the above grant is, in the main, to gear the activities of the libraries especially in the rural areas to the programme for the spread of literacy amongst the masses. The libraries for the public are generally classified into three broad categories for the purpose of Government grants.

The next phase of development started towards the close of the First and the beginning of the Second Plan period, when financial assistance on matching basis was available from the Government of India. The Scheme for development of public libraries in West Bengal as envisaged under the Five-Year Plan is briefly as follows :—



Present Position

Organisation of the State Central Library, which is intended to be the controlling and co-ordinating authority for the Library service and organisation in the State is well under way.

Next to the State Central Library are the District Libraries. Eighteen district libraries have so far been established—one in each of the 15 districts, and one additional in each of the three bigger districts namely, Burdwan, Midnapore and 24-Parganas. A third district Library for 24-Parganas, which is the biggest in area and population has also been sanctioned. All the 18 district libraries have started functioning.

The District Libraries are intended to develop and co-ordinate library service in the district. The District Libraries, are as a matter of fact, intended to serve as the spearhead of library expansion and development in the rural districts. Under the present arrangement a District Library is a sponsored institution, its capital expenses and cost of maintenance being entirely borne by the Government. But actual management is vested in the Executive Committee of the District Library Association, which is a

corporate body under the Societies Registration Act of 1860. The Association affiliates village libraries as institutional members. Individuals may also become members of the association. The Executive Committee is a mixed body of a few officials and non-officials.

Area Library

The plan and pattern of an Area Library are more or less the same as that of a District Library except for the fact that this kind of library serves a smaller area usually covered by a radius of 10/12 miles. To an area library are attached a number of smaller branch libraries situated in the inner and remoter parts through which books from the central pool are sent out to the reading public. Twentyfour such area libraries with 120 branch-libraries have been setup so far.

The branch libraries are managed by local voluntary workers. More or less of the same nature and pattern as that of an area library are the two Government-sponsored Central Libraries especially set up to meet the needs of the two intensive educational development areas: Banipur and Kalimpong. The staff and equipment of these libraries are sanctioned on a somewhat higher scale. The area libraries form a part of an integrated educational set-up. In the "intensive educational development" areas, in particular, the library-service is closely integrated with the other educational activities. Primary, Basic and Secondary Schools on the one hand and Community halls and recreational centres on the other, are within the operational orbit of the Area Library. An area library is intended to render free service to these educational and cultural institutions, and to supplement their work. An area library discharges the special responsibility of providing facilities for post-literacy education. As such, the area library system is an instrument of mass-education.

Rural Libraries

The rural libraries are the basic working units of the District Libraries. So far 264 such rural libraries have been established—each at least in one rural *thana*,

there being 280 in West Bengal. Under this Scheme either an existing village library is developed or a *de novo* library is established.

One hundred more rural libraries have been sanctioned during 1958-59. The Area and Rural Libraries are also run on a sponsored basis, the entire financial responsibility is borne by the Government but organisation and management vest in the hands of local committees.

Special Grants

Special grants have been sanctioned in favour of a number of old and well-known libraries in West Bengal, with a view to helping them expand and improve their activities. Considering the long and distinguished record of public service rendered, these libraries may very well be described as important landmarks in the history of library-development in West Bengal. The Bangiya Sahitya Parishad Library, the Uttarpara Public Library which is almost a historic institution, the Bansberia Public Library which was the centre of activity of the pioneer Munindra, Deb Raimahasay are some of these institutions to name. The Government is now taking special interest in the preservation and development of these libraries. It will be sheer national loss if these valuable assets once built up through individual munificence or private charity are allowed to decay for want of funds. Each case is judged on its own merit, and Government provides both capital and recurring grants.

Training in Librarianship

The University of Calcutta offers one-year diploma course of training in librarianship, for which an annual grant of Rs. 12,000/ is sanctioned by the Government. The West Bengal Library Association conducts a shorter certificate course. A week-end course of in-service training is a recent innovation by the Association. The Association is in receipt of financial assistance from the Government. Similar grant for organising training courses is also made to some District Library Association. A Training Board has recently been set-up

by the Government to plan and organise courses of training especially for the rural librarians.

Budget Provision

Expansion and improvement of Library service and Training is an item in the Education Budget in West Bengal. The total provision under this item comes to Rs. 67,55,000/-in the Second Five-Year Plan. This again is broken up under two sub-heads namely, (i) expansion and improvement of libraries for the public, and (ii) improvement of school libraries. The amount earmarked for (i) is Rs. 51.21 lakhs and that for (ii) Rs. 16.34 lakhs.

The above figures are not, however, rigid. On the contrary, the last few years' experience shows that the amount set forth in the yearly budget is more often than not exceeded, and the excess is met by reappropriation.

Plan for the Future

Our future plan is :

- (i) Establishment of 46 Subdivisional Town libraries similar to the district libraries but on a somewhat smaller scale. The present jurisdiction of a district library is rather too wide, and sub-divisional branches are needed for intensive coverage of the area.
- (ii) Establishment of rural libraries—at least one per Union or Anchal panchayat, the total number of which is 2200.
- (iii) Library-plan for Calcutta. There are over 500 libraries of various sizes and categories in Calcutta. Apart from those few, which are either run by the Government or attached to different institutions, there is a large number of libraries for the general public. These are mostly private or group enterprises and draw their sustenance from subscriptions and donations.

The Corporation of Calcutta spends a very small part of its revenue in offering

(Continued on page 31)

The Objectives of Workers' Education

THE spread of industrialisation and the impact of technological change, the expanding role of the workers in society and the growth of their trade unions have created real needs of knowledge. Technological change itself has raised questions about the worker's contribution to production and about his use of the greater leisure that may be provided as automation spreads. In underdeveloped areas there are problems not only of basic education and training, but also of the nurturing of workers' organisations in countries where they are relatively new.

There is thus an urgent need for suitable educational programmes designed to help workers to develop their capacities and to discharge their social and economic responsibilities, to become enlightened members of their trade unions, better citizens and conscientious members of the world community.

The role of trade unions today often extends beyond the immediate and progressive improvement of the working and living conditions of their members. They play a part that deeply affects not only the industrial sector but sometimes national and international life. The better understanding which generally exists at present of the function of the trade unions in modern society leads to the recognition of the social usefulness of extending and improving programmes of workers' education.

These programmes often differ from each other in the ways in which the needs and interests of the participants in the programmes are satisfied. This may be traced to differences in the stage of social and economic development attained, in national traditions and culture, in the variety of living and working conditions, and in the genius of different peoples in finding original solutions to their educational problems. More specifically, much depends on the character

and strength of workers' organisations, the level of literacy, the access of workers to education and training facilities and many other national and local circumstances.

Differing Programmes and Basic Aims

The tradition of workers' education movements in Scandinavia, for example in combining social and economic education and general liberal education in workers' education programmes supported by the trade unions, co-operatives and other labour groups, may be contrasted with the situation in the United States where workers' education programmes run by trade unions are generally distinct from the adult education activities provided by various community and other agencies not identified with the labour movement.

The plurality of trade union movements existing in Belgium, France and Italy, to take an example of a different nature, has accentuated the differences in emphasis on various subjects in their workers' education programmes. The post-war need for stimulating education for democracy to fill the vacuum left by Nazism undoubtedly stimulated and helped shape workers' education programmes in Germany. Changes in the structure of society have determined the scope of workers' education programmes in the U.S.S.R. and several countries of Europe and Asia. Finally, a series of social and economic factors common to many industrially less-developed countries, give distinctive characteristics to the workers' education programmes in those countries.

The diversity of workers' education programmes does not mean there are not basic aims and objectives that inspire the development of workers' education everywhere. The existence of fundamental principles of wide application has encouraged practitioners of wor-

kers' education to try to delimit the scope of workers' education programmes from various standpoints.

It has been urged, for example, that the scope of workers' education programmes should be as broad as possible—including trade union education, liberal or general education, vocational and technical training and also literary and artistic studies—and that an order of priorities should be established in the light of needs in any particular country, so as to secure adequate educational opportunities in spite of limited resources.

Another view is that workers' education programmes should involve an integral process primarily concerned with economic and social problems, and designed to teach the worker, preferably through his own trade union and with the co-operation of other institutions, to know and defend his rights and to discharge his duties as a worker and a member of the national and international community.

A narrower approach confines workers' education programmes to all non-vocational educational activities undertaken, as preparation for action, for increasing the intellectual capacity and social effectiveness of workers engaged in one way or another in the labour movement. A similar view is that workers' education programmes should aim to make the trade union a more effective and reliable instrument for the protection and advancement of the economic and social welfare of its members.

The Search for Common Goals

The scope of the I.L.O.'s own Workers' Education Programme is specific and limited by its constitutional directives, conference decisions and other factors inherent in the structure of the I.L.O. Since the I.L.O. obviously cannot substitute itself for the trade unions, a few aspects of trade union education in its strict sense seem to fall outside the scope of its programme.

The main contribution of the I.L.O. Workers' Education Programme lies in helping to provide information and

instruction in the social and economic subjects within its field of competence and designed to enable workers and their representatives to fulfil more adequately their social and economic functions, which they are exercising in view of the increasingly important role of workers' organisations, both nationally and internationally, including participation, directly and indirectly, in the formulation and implementation of international norms and principles established by the I.L.O. during the past several decades. This is an example of how the scope of each programme may have common elements with other programmes and yet retain specific characteristics.

In general terms, it may be said that *workers' education programmes should include all educational activity which seeks to provide workers with the equipment that will help them to develop fully their capacities and enable them to fulfil more adequately their trade union and related functions and to participate more effectively in the economic and social life of modern society.*

The foregoing considerations are useful for setting the general framework in which the scope of workers' education programmes may be examined but they come close to being attempts at defining the concepts of workers' education. It may be recalled that the U.N.E.S.C.O.'s La Breviere Seminar on workers' Education in 1952, after weeks of deliberations had concluded that it was 'impossible' to arrive at any precise definition of workers' education that would be acceptable in all countries.' It would appear more profitable to tackle the concrete aspects of the problem by first examining the practical needs of workers' education which in the final analysis determine the scope of workers' education programmes.

Guidance for Work and Life

No workers' education programme worthy of its name can be divorced from the practical needs of workers. A successful programme is one which identifies these needs and moulds its contents accordingly. Workers' education pro-

grammes, more than any other educational effort, must be rooted in the realities of the workers' world: his conditions of employment, his environment of work, his relations with his trade union, and his place in the community, the nation and human society as a whole.

This world of the modern man, characterised by advances in transport and communications, improvements in health and longevity, the harnessing of new forms of energy and other miracles of scientific progress, has brought also new challenges in the problems raised by urbanisation, changes in occupational structure, the distribution of wealth produced by advanced technology, and the opportunities for reducing working hours and increasing leisure.

These problems in themselves have created educational needs for workers as well as other people.

The need for education programmes for workers has increased apace with the growth in the status and influence of workers and their organisations. Trade unions have become accepted institutions of modern societies and in many industrially advanced countries they constitute an important, if not the leading, organised group in national life. Their functions have extended in many cases beyond the defense and improvement of the working and living conditions of their members; they have assumed broad social and economic responsibilities and they are influencing industrial and national life. This has given urgency and immediate importance to the right of all workers to the opportunities for cultural and intellectual development that would make them better producers and consumers, trade unionists, citizens of a country and of the world. In many of the economically less-developed countries the labour movement is at an early stage of development, when its resources are often concentrated on winning recognition and on efforts to improve the basic conditions of life and work of its members. There is on the one hand, an acute need for training qualified leaders

and cadres, both for educational activities and for the other work of the trade unions. On the other hand, the broad rank-and-file membership also urgently needs educational programmes which enable them to function effectively in the face of all the problems confronting them. Both these needs, equally acute but requiring solutions of a different nature, must be somehow met with the limited resources available. Workers' education programmes to meet these varied needs are therefore extremely important for the economically less-developed countries, even if or precisely because their trade union movements are young. The importance of such programmes becomes even more evident in view of the high rate of illiteracy, the insufficiency of school facilities, the lack of teaching personnel and other factors found in most of the countries less developed from the economic point of view.

New Responsibilities for the Modern Worker

The specific needs for workers' education may best be shown by analysing in some detail the exact nature and magnitude of the tasks and responsibilities of workers and their organisations today. For example, workers' representatives serve on works committees or other forms of permanent machinery for labour-management co-operation within the individual undertaking in more than 30 countries, at such varying stages of development as Belgium, Bolivia, Canada, Denmark, France, India, Italy, the Netherlands, Norway, Sweden and the United Kingdom. Factory or workers' committees, functioning as the arm of the trade union movement in the undertaking, exercise important functions in the U.S.S.R. and several Eastern European countries, as well as Yugoslavia under the more direct system of workers' management. At the level of industry there is also a widespread need for qualified trade unionists to serve on bipartite or tripartite boards or committees of various kinds, such as the joint committees and occupational councils in Belgium, the modernisation

committees in France, the tripartite industrial committees in India and Pakistan and the development councils and other joint machinery in the United Kingdom. Similarly, workers' representatives play an active role on the management boards of publicly operated services (such as the State railways in Belgium, Canada, France, Norway and Switzerland) or of nationalised industries, as for example, the coal, mining, gas and electricity industries in France.

At the national level, a large number of economic and social councils and commissions have been functioning in many countries with a view to promoting co-operation between the public authorities and employers' and workers' organisations. There are also bipartite bodies, as for instance the Foundation of Labour in the Netherlands, which includes in its structure a complex of joint technical committees on wages, social security, vocational training etc. In some countries, workers' organisations are not only represented on advisory and planning agencies in the economic and social field but also participate in the application and administration of social measures (e.g. the administration of unemployment insurance in Denmark and the social security funds in France). In the U.S.S.R. where both the administration of social security and labour inspection are the responsibility of the trade unions, the need for qualified trade unionists to undertake such tasks is of considerable magnitude.

The participation of trade unions in the policy making and administration of voluntary community welfare services in certain countries is another phenomenon creating new educational needs for workers. In the United States, for instance, more than 75,000 men and women from organised labour serve on boards and committees of voluntary health and welfare bodies. Another 40,000 trade unionists have undertaken special counselling courses to serve as links between union members and health services, child and family aids, or to handle recreational facilities and other community-provided welfare services.

Education for Union Leaders

Aside from those needs arising either from labour-management co-operation or the collaboration of trade unions with public authorities and community services, another series of educational needs are dictated by the basic functions of worker's organisations to advance the social and economic interests of their members. Collective bargaining and related activities, on the one hand, and union administration, on the other, impose educational requirements on the entire hierarchy of union officers and members.

The educational needs of union leaders and the scope of programmes designed for them cover such matters as the content and administration of collective agreements, application of social legislation in the undertaking, grievance procedure, negotiation techniques, effective communications within the union, and relations with the management and community services. They also need a working knowledge of methods of conducting education and information programmes of the local union and the operation of audio-visual aids and other techniques used. They require a general background in such varied fields as industrial safety and health, civic rights, civil liberties, and many other local and national political, social and economic issues.

It is no exaggeration to say that trade union officers today must be at one time or another something of a lawyer able to interpret collective agreement or present briefs before an arbitration court, an economist capable of arguing on wages, prices and the cost of living, an accountant who can interpret the items on a balance sheet, a public relations able to organise campaigns, or even a radio programme planner or script writer. They may be aided by specialists and they do sometimes become experts by experience in some field or other, but in most cases they must possess a range of social and economic knowledge, not profound or complete, but basic and practical enough to enable them to carry out their multifarious functions.

The Needs of the Rank and File

The education needs of the millions of rank-and-file members of trade unions throughout the world may extend to the whole range of adult education and present a variety defying thorough analysis within the confines of a short article such as this. Some major needs however, may be identified.

His status as a trade unionist requires the rank-and-file member to know the aims and objectives of trade unions, their structure and organisation, and their relations with his own conditions of work and employment and his place in society. He must know something about the undertaking and the industry in which he is employed. He must also acquire a good knowledge of his rights and responsibilities under social legislation and collective agreements.

In order to ensure his effective participation in the trade union and in other group efforts of the labour movement, the rank-and-file member must know the rudimentaries of how to participate in meetings, how to elect officers, how to express his views and formulate group decisions. In the educationally less developed countries, he may need instruction in reading and writing and in the various elements of basic education which he has not had an opportunity to acquire in the school system.

In many areas, the rank-and-file members need not only an awareness of basic social and economic issues but also education in consumer economics (such as co-operatives, credit unions and the relations of prices, profits and productivity), in responsible citizenship and institutions of democracy, and in the many aspects of leisure and cultural activities that make up a 'whole man'. Special needs may be presented by new members, young workers, women members, trade unionists working in a particular craft, industry, district or locality, union members who are recent immigrants or speak minority languages and so on.

Unorganised Workers

If the educational needs of the rank-and-file members of trade unions are

varied, those of the masses of unorganised workers are even more diverse. Certainly they share many of the needs of the trade unionist since, as workers, they are all concerned with working and living conditions, employment, job security and other social and economic questions. The line between organised and unorganised workers is, moreover, always shifting, as more workers become union members and as freedom of association and the right to organise are translated into reality in more and more lands. One of the aims of workers' education is precisely to develop a sense of social consciousness and responsibility through participation in such basic institutions of modern society as trade unions.

It is not always easy to identify and meet the educational needs of unorganised workers because they lack the centre of interest and action provided by the trade union, with the result that the needs of individual persons tend to become the dominant feature of both the urge to learn and the programmes for satisfying that urge. This means that educational programmes must be designed to meet not only the varying needs of such broad groups as manual and non-manual workers, wage-earners and salaried employees, artisans, farm hands and plantation labour but also those of individual within each group.

The need for workers' education programmes with appropriate scope and content constitute one of the great challenges of our times. The importance of workers' education for the effective discharge of the social and economic functions and responsibilities assumed by workers and their organisations is being increasingly recognised by all elements of modern societies.

So is the right of all workers to opportunities for social, cultural and intellectual development that would make them better producers, trade unionists, citizens and members of the human community. Only through the development of proper educational programmes for workers can this right be fully translated into reality.

—(Courtesy : *Way Forum*)

The President's Letter

(Continued from page 19)

grand business of reducing educational differences within the society and providing increasing opportunities to the under-privileged amongst us for making their lives culturally richer and spiritually happier, so that they find their proper place in the community. This conception of our work would open out wider horizons for us and inspire us with new hope and zest. The example and achievement of other countries would sustain us in our efforts and help us to surmount obstacles in our path.

I send you all my greetings and good wishes in your endeavours which have truly national value.

Yours Sincerely,
Mohana Sinha Mehta

15th May, 1959.

Education with Social Relevance

(Continued from page 20)

between the working class and the rest of the community, based mainly upon differences of educational opportunity. The working class will continue to be a distinct class and an educationally deprived class. So long as this is so there will be a need for non-vocational, socially orientated education, free from the shibboleths and prejudices of the official establishment, to be provided for members of this class. (The others need it, too and they will be welcome; but the workers' claim should be paramount.) If and when a truly democratic educational system is established and a classless society abolishes the distinctions in educational opportunity and ways of life between manual workers and the rest, then the WEA in its present form will have fulfilled its original function. Then, but not till then, it may seek new fields. Then, but not till then, it may seek new fields of usefulness and consider changing its name.

—The Highway

Panchayats—Our Little Republic

(Continued from page 22)

local conditions and requirements. Action in this regard has already been initiated in some of the States e.g. Andhra, Madras and Uttar Pradesh. Most of the State legislatures are considering necessary legislations to facilitate decentralisation.

Thus, surely and securely, the foundation is being laid on which may stand, in fulness of time, self governing institutions of the people in every village in India managing every aspect of administration and development of their respective areas themselves drawing, if necessary, upon the State only for technical and financial assistance. By providing the base for practising it at the grass-roots, these "little republics" will indeed make democracy an abiding faith and a living force for the Nation.

Libraries in West Bengal

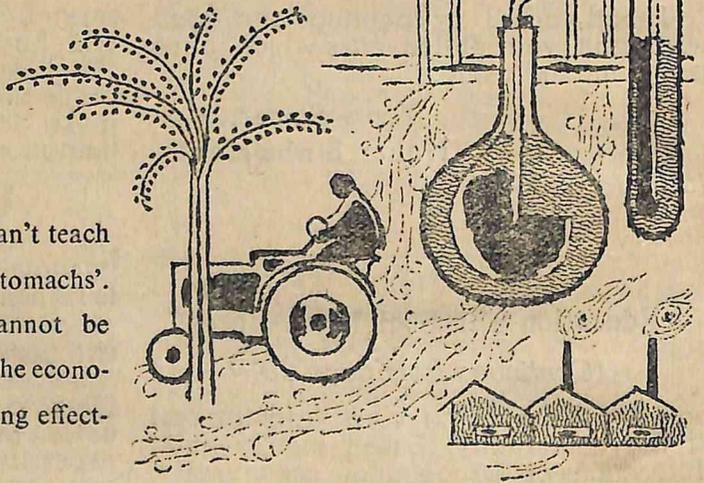
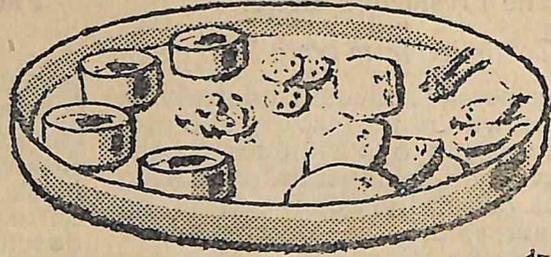
(Continued from page 25)

financial assistance to these libraries. It is rather a matter of regret that Calcutta as a premier cultural centre of the East still goes without municipal library. This is a keenly felt need. The State Central Library now in the making, will to some extent meet this need, but even then the necessity of a first-class public library will remain.

The State Plan envisages the organisation of several zonal libraries which will be linked with the State Central Library and work as its city branches. A detailed plan worked out in this behalf is under the consideration of the authorities.

In short, our plan envisages extension as well as penetration. The proposed library system when fully implemented will fan out and reach all—the townsman, the country folk—the high and mighty as well as the humble,—adults, women and youngsters, and the rest. As our road system further improves—it has already improved phenomenally during these years—the book-mobiles and other mobile book-transport will ply about and bring the benefit of the library-service at the door-steps of the people. Our objective is: Let no one say, "I should have liked to study this book, but it was not available."

Food and Progress



An oft-quoted saying goes, 'You can't teach religion to people with empty stomachs'. Similarly, ill-nourished people cannot be expected to shoulder the burden of the economic and social revolution that is being effected in our vast country.

However, the term 'ill-nourished' is not necessarily concerned with quantity. We may indulge in a series of large meals and be ill-nourished; we may enjoy delicacies every day and still remain ill-nourished. A properly nourished person's diet, though simple, will be *balanced*. Every day, it contains the correct amounts of fats and proteins, carbohydrates, minerals, and vitamins. To active adults and growing children, fats are of utmost importance -- they provide $2\frac{1}{2}$ times as much energy as wheat or rice, and build up reserves

in the body that help to resist disease.

DALDA Vanaspati is made from pure vegetable oils, and 700 International Units of Vitamin A are added per ounce, besides 56 I.U. of Vitamin D. DALDA is untouched by hand during manufacture, and its uses for cooking are numerous and varied. With every year, more families throughout India rely on DALDA to add extra nourishment to meals, and help make them safe and well-balanced.



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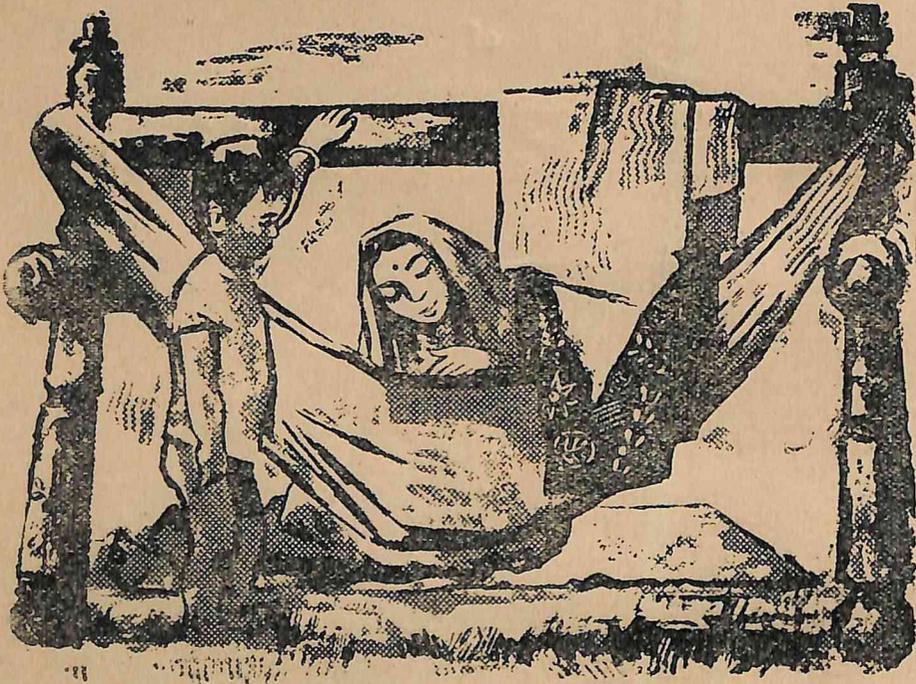
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a new life



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Do you not hear the asserting cry of the newborn,
see myriad men rise to work;
to build, to wield the power of the sun?

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a little less of the care, a little more of the joy.

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healthier, happier. But today we are also working for

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demand still greater efforts. And we shall be ready with wider
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*The Indian Adult Education Association
welcomes reproduction of articles from
Journal in all regional languages.*

Notes and Comments

THE Indian Adult Education Association completes twenty years of its existence towards the close of this year. At this time, it is necessary to look back with a view to plan its future. *Where do we go from here*, is a question which is uppermost in the minds of adult educators of this country. In order to answer this question, it is necessary to recapitulate where we are and what is being done in the field of adult education. We have agencies in this country which are carrying on the work of adult education in diverse ways. There are literacy classes, social education centres, community centres, Vidya Peeths, Janta Colleges, Leadership Training Camps, Youth Clubs, Mahila Samities, Study Circles, Radio-listening groups, Libraries, Reading Rooms, agencies carrying on 'education through recreation', and agencies carrying on 'education through economic development.' The co-operative societies have also of late, undertaken programmes for membership education. There are training courses for Panchayat members. A few Universities also have started Extension Lectures and evening colleges for employed adults. In some places, the scheme of school-cum-community centres has also been given a trial. Thus, we find that a large number of formal and informal institutions are carrying on adult education work. In this plethora of agencies and activities which come under adult education, a question arises whether it is necessary for us to select a few agencies for carrying on adult education or allow for multiplicity of agencies? Another question which arises is about the sponsorship of these agencies.

To our mind, adult education by its very nature must be informal. It receives its sustenance and develops only if it is organised informally and on a

voluntary basis. To give it an institutional base, would endanger its growth and reduce it to a substance-less formality. It is not necessary to have a rigid pattern of adult education agency to be duplicated throughout the country. In our country, there are diverse communities which have different traditions and culture. Each adult education institution must rise on its own soil, and must conform to the traditions and cultures of the people it seeks to serve. Moreover, it must be the outcome of the felt needs or the induced needs of the people for whom it exists. The greatest damage to adult education work in this country has been done by people, who have tried to transplant on our Indian soil, ideas and institutions borrowed from foreign countries having different culture, traditions and economic development. What may be good for a highly industrialized or a highly economically developed country, may be harmful to our country. Therefore, it would be good if we try to utilize existing institutions in our country for promoting adult education work. Masses can be educated through diverse methods in diverse ways. All agencies should be utilized for this purpose. As is obvious, these agencies should be people's agencies. They should draw their inspiration from the people for whom they are meant and should adjust their programme according to their needs and circumstances. Naturally, such organisations may neither be sponsored nor controlled by official machinery or outside agency.

Having accepted a variety of institutions and a variety of methods and techniques for carrying on adult education work, the next question is what should be the role of the Association? The Association must continue to bring together all the diverse elements in the

field. It must continue to act as a liaison and a coordinating agency. Its role as a Clearing House of ideas and information must increase. It must continue to produce literature to help various workers in the field. In its functioning, there must be a change from its past. The Association must have a number of committees, on various aspects of our work. There should be a committee on Workers' Education, another on Co-operative Education, a third on Rural Education, a fourth on Informal Groups and fifth on Training. "Permanent Adult School" is an idea which is receiving increasing support in the country. We may have another committee on "Permanent Adult School." The work of these committees should be co-ordinated by the Secretariat and the Executive Committee of the Association. If this change is brought about in the functioning of

the Association, it is our hope that the Association would be able to grow and stand on its own legs, for the field workers will have direct contact with the Association and would be willing to maintain and strengthen this national voluntary organisation of adult education. As it is, the Association today enjoys the confidence and support of active workers and leaders in the field of adult education. By this change, the Association will also enjoy the confidence of every field worker in the country.

The next Adult Education Conference is meeting in Gargoti in the last week of November. It is our hope that this conference will give its thought to the problems that face us and give a lead to the country. Now that the Association enters the age of maturity, let mature thought lead the adult education movement. That is our hope and prayer.

Association's Hindi Publications at Concession Rates

The following 14 Hindi publications costing Rs 21. 40 n.P. will be made available to Social Education workers for Rs. 12/- only.

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Indian Adult Education Association
17-B Indraprastha Marg, New Delhi.

The Training of Leaders of Young Workers

Bernt H. Lund, *Member of the Young Workers Sub-Committee of W.A.Y.*

THE NEED FOR youth leaders is felt in all fields of youth work. For youth organizations in particular, the lack of leaders creates a grave problem. In most countries where youth organizations exist, they have set up their own programmes to recruit and train leaders for their own organizations. In some countries, public youth leaders training courses or other general training programmes have been established, programmes without any special relation to one single movement or ideology. These programmes either supplement existing training programmes in the organizations, or, where no strong youth movements exist, they may be the only training possibilities available. In this article we want to discuss how these different approaches meet the particular needs for training of leaders in the young workers movements.

Ideological Training

What should we expect of training programme for coming leaders in the young workers' movements? Probably no general answer can be given. The conditions in the different parts of the world vary, and the situation of the labour movement is certainly very different in the different countries. The young workers' movement, has in general been leading the way in the fight for full employment, social security industrial democracy, and even distribution of wealth and income and thus a higher standard of living for the whole population. This struggle has been carried on by all sections of labour movement, the trade unions, the political parties and the youth movements. For the young movements an important task

has been to qualify the members and particularly to recruit the leaders for this struggle.

The training programmes have often had this orientation. In the initial stage of the labour movement as in others, many other theoretical problems are discussed. In study groups, weekend courses and training centres the problems of economic policy, public ownership, workers' control in industry, etc. are being studied. The leaders of the young workers' movements, very often, are the potential leaders of society. Through positions in the trade unions, political parties and government, great responsibilities will be placed on their shoulders, and the leaders' training must take this into account.

Supplementary Formal Education

The theoretical training of leaders in the young workers' movement has had a twofold task, however. In many countries the young workers have not had, and even may not today have the same access as other groups of the population to higher education. Economic conditions and often also traditions have caused higher education to be reserved for the better off classes. Besides, in many countries, the school system is not developed sufficiently to give the great masses of population even the most basic education. The educational activities of the labour movement, and in particular the young workers' movements, have therefore also aimed at giving the leaders a supplement to the formal education insufficiently provided by elementary schools. Courses have been arranged in langu-

ages, mathematics, social sciences, etc. courses that often provide the only chance for a young workers to get this essential education. With the improvement of the school system and the introduction of a seven, or better still, a nine years' compulsory school, the need for such supplementary education decreases. However, it will probably not disappear altogether.

On the other hand, with the development of general education, courses on social and political problems like protection of workers, workers' control, the history of the labour movement, the role of the trade unions and similar topics must be introduced in the vocational training schools and even in secondary schools. A resolution passed at the last W.A.Y. Assembly, calls for just such a measure.

It is never to be expected, however, that neutral institutions of education like secondary schools or vocational training schools can shoulder the training programmes in young workers' movements. Educational institutions in a democratic society should remain impartial. Protection of the worker and the functions of the trade unions can be taught in an impartial way, but when it comes to questions of valuations where opinions and beliefs count just as much as the mere facts, where you try to influence people at the same time as you try to get across a certain amount of knowledge, the training must be left to the movement itself, possibly with some kind of financial support from government resources. The same is true for religious groups and for political parties. No movement trying to convey certain specific ideas is served with leaving this task to neutral and impartial institutions.

Paths Towards Experience

Theoretical schooling is only one aspect of the training of youth leaders, however. Knowing that no progress can be made without a strong organization the young workers movements have arranged courses about organisational problems, the arranging and conducting

of meetings, chairmanship and other aspects of parliamentary procedure etc.

There is also a growing understanding of the importance of the relations between the members and the leaders for all activities of the organization. Realizing that it is possible to learn something about the group processes and to use it not to manipulate the members, but to enable the full growth of each individual in the group, leadership training has taken a new turn. My experience is that this new understanding has not had any great influence in the training of leaders in the young workers' movement until now. Complaints are often heard about the unwillingness of young people to join organizations. There is talk about a crisis in the organisations. Perhaps this is not a universal problem, but in Scandinavia it is strongly felt and many attempts have been made to find its roots. This question was also discussed in a forum on "Youth Movements and unorganised Youth" at W. A. Y. Assembly in New Delhi.

Among the points that were raised in the forum, there was the criticism that youth leaders were out of touch with the needs of youth. If this is correct, it must be an important task of all leaders' training, including the young workers' movements, to make youth leaders aware of the needs of youth of today.

Knowledge About Authority

There is no doubt that a large section of youth prefers to take part in the less organised kind of leisure activities offered by different kinds of youth serving agencies than to join the highly structured youth organizations with their fixed programmes and formal meetings. The teenage period is one of revolt and searching, revolt against authority both in the family and in the society, and searching for self-confidence, independence and new values. If a young girl or boy is opposed to authority as it is exercised in the family or in the schools, most of our youth organisations are certainly not places of rescue. Though democratic in their structure, with elect-

ed leaders and democratic control, the authority exercised by the leaders may be felt by the members as simply another kind of authority. If the leaders who are often only a few years older than the rank and file, lack the understanding of the typical reactions and attitudes of young people, it will be very difficult for them to create an atmosphere in the organization that really motivates the young person to become a member. The leaders should need to get this understanding if they are to make the youth organisations meet the needs of youth. Elementary knowledge about the psychology of youth and about the basic principles of group processes should be an essential part of all leaders' training programmes. This should further-more be combined with training in group work methods, in the skills of using knowledge about group-processes, in working with youth groups.

If we want to make the young workers' movement a broad recruiting movement for the organisations in the labour movement, it is important to organise and lead the youth movement in a way that appeals to the youth. We gain more and more knowledge about man and his basic needs. Why not use this knowledge in our organisations where the primary goal is to serve man?

While young workers' movements still will have to take the responsibility for training in the fields that are specific

to the labour movement, there is no reason why more neutral institutions should not assume the responsibility when it comes to training in parliamentary procedures and other organisational problems' in youth psychology and in the basic principles and the practice of group work. These are problems common to all youth movements, and the training can often be organised through cooperation among different youth movements like our national committees. The different training programmes offered by W.A.Y., in particular at Aloka, are good examples of this kind of approach, and I have mentioned earlier that such training programmes also are arranged under government auspices. In some countries schools of social work or other educational institutions offer courses on social group work or youth work. A social worker may work as a consultant to a youth organisation on training programmes and other problems but it is not to be expected that the training and use of highly qualified social workers will solve the training problems at all levels of a youth organisation that has to rely on voluntary youth leaders. By identifying and formulating the need for leaders' training and by presenting the problem to the government, Youth organisations should campaign for government support where this is not given. But an important part of the training programme always will remain the task of each individual organisation.

—Courtesy WAY FORUM

A Symposium

Social Education and Second Five Year Plan

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How Illiteracy was Wiped out in Soviet Union

By Nikolai Solovyev,

Chief Methodologist for the Russian Language, Ministry of Education, RSFSR.

THE BURDENSOME legacy of mass illiteracy was inherited by the young Soviet State from Tsarist Russia. The literacy level was especially low among the peoples of non-Russian nationalities.

In literacy, Tsarist Russia in 1917 was one of the most backward in Europe. No more than 30% of the population knew how to read and write at the time.

Following the Revolution, the Soviet Land was faced with a task of wiping out illiteracy and low literacy among the adult population and realising universal education of the rising generation... the Soviet Government regarded this as one of its prime tasks. "...It is impossible to build a Communist society in a country in which the people are illiterate," Lenin said. "An illiterate person is outside politics; he must first of all be taught the alphabet. Without that there can be no politics; without that there are only rumours, gossip, fables and prejudices, but not politics."

Thirty-five years ago, on December 26, 1919, the decree "On wiping out Illiteracy among the Population of the RSFSR" was signed. In this decree it was pointed out that "with a view to providing the entire population of the Republic the opportunity of conscious participation in the political life of the country...everyone from the age of 8 to 50 not able to read or write is obliged to learn how to do so either in his native tongue or the Russian language at his discretion."

The decree envisaged a two-hour curtailment in the workday for the illiter-

ate and low-literate hired hands throughout the period of study with no reduction in pay.

In line with the decree, the entire literate population of the country was to be drawn into teaching those who could not read and write at rates of pay fixed for educational personnel. At the same time, taking into consideration the vast scope that the work to wipe out illiteracy would assume, the decree pointed to the need of drawing into this job broad sections of the public, and first and foremost the trade unions and the Young Communist League.

A big role in implementing the decree "On wiping out Illiteracy among the population" was played by the All-Russian Extraordinary Commission on Wiping out Illiteracy set up in 1920 under the People's Commissariat of Education; it guided the work of teaching the illiterates for a number of years. At the same time mention must be made of the tremendous work done by the "Away With Illiteracy" Society, organised in 1923.

Following the publication of the decree "On Wiping Out Illiteracy Among the Population", things began humming everywhere. "Each Literate Must Teach An Illiterate" became the watchword. Teachers, engineers, technicians, office employees, literate men and women workers, senior secondary-school students, and literate housewives were drawn in to the work of teaching the illiterates.

Not only the civilian population was

taught to read and write, but the work of wiping out illiteracy was unfolded on a big scale in the Soviet Army as well.

Work went on with the illiterates everywhere—in schools, clubs, factories, plants, offices, army barracks, peasant homes and even under the open sky. Both individual and group training was organised. The group training was done through special schools for wiping out illiteracy.

At the outset, the newspaper, home-made ABC's, placards and pamphlets, served as aids in teaching the illiterates. Later, special first readers for adults were compiled and put every year in editions of millions of copies. These first readers came out not only in the Russian language but also in the languages of all the other nationalities inhabiting the Soviet Land.

Starting with 1920, a bi-weekly magazine called "Away with Illiteracy" began to come out. It published material for studying with those who had finished the first-reader—extracts from balles-lettres, articles on geography, and also articles on current political developments. In the methodological material, questions of national economy were dealt with; at the same time, advice to those going in for self-education was published, and finally, teachers engaged in wiping out illiteracy shared their experience on the magazine's pages. The magazine was profusely illustrated; at the end, it had a glossary of hard words.

Every year millions of working people and their families were taught how to read and write in the schools for wiping out illiteracy. The work of wiping out illiteracy in the country was completed before the Second World War, and some Soviet Republics could even boast complete literacy in the period of the first Five-Year Plan (between 1928 and 1933)

Parallel with wiping out illiteracy in the USSR, work to wipe out low literacy was also launched.

According to the unanimous opinion of the working people themselves, the

training they got in the schools for wiping out illiteracy and low-literacy had in many ways contributed to their general cultural and political growth, had given them the opportunity of becoming leading workers in industry and agriculture. Indicative in this respect is the statement made in 1939 by Mikhailenko, Chairman of a collective farm in Krashodar territory, at a district conference of leading worker of agriculture—whose achievements entitled them to be exhibitors at the USSR Agricultural Exhibition. "We struggled both to chalk up high yields and to wipe out illiteracy," he said. "In essence, this was one struggle...And we won. We saw that the more literate our collective farmers were, the greater were their achievements in production".

Parallel with carrying out the work to wipe out illiteracy and low literacy among the adult population, the Communist Party and the Soviet Government paid a great deal of attention to implementing universal compulsory education of the growing generation. In 1930-1931, universal compulsory elementary education (four-grade) was introduced throughout the country; and universal seven-year education, in the towns and industrial settlements.

Realization of the measures mentioned have resulted in the Union of Soviet Socialist Republics becoming a completely literate country.

The wiping out of illiteracy and low literacy among the adult population is only part of the cultural revolution that has been successfully carried out in the Soviet State.

The schools for wiping out illiteracy and low literacy in our country were only the first step in bringing education to adults. A far-flung network of junior-secondary schools (seven-year) and secondary schools (ten-year) for working youth in town and countryside, and also secondary schools for adults have been built up in the Soviet Union. Upon graduating from these schools, workers,

(Continued on page 14)

Organisation of Education for Illiterate and Semi-Literate Adults in Soviet Union

By A. M. Ivanova

A. The school system

For teaching illiterate and semi-literate adults, the following types of schools were established :

1. Schools for illiterates, and
2. Schools for semi-literates.

The education offered by a school for illiterates was approximately equal to that of the first two grades of elementary school, while the school for semi-literates gave about the same knowledge as that of the four grades of elementary school.

The schools for illiterates enrolled adults who :

- (a) could neither read nor write ;
- (b) could read but not write, or who wrote with frequent omission of many letters.

The schools for semi-literates enrolled adults ;

- (1) who could read in their native language or in Russian and could write without frequent omission of letters, but did not know arithmetic, or who could count only up to 1,000 or could do written addition, subtraction, multiplication and division only with units :

- (2) who had finished a school for illiterates, or had as much knowledge as such a school could offer.

Further, more training centres for abolishing illiteracy were established in such places where the number of illiterates was less than twenty. The group was tutored in accordance with the same programme and curriculum, as those adopted by the schools for illiterates and semi-literate adults.

As previously mentioned, illiterates and semi-illiterates were also taught individually and in small groups. In such cases the individual, or the group of 3 to 5 persons, was tutored by a "soldier of culture" under the guidance of district specialist in teaching methods. In most cases, the latter was a teacher in a primary or secondary school for children, versed in pedagogy and teaching methods.

B. Publicizing the values of education and recruiting students. Registration of illiterates, and their distribution into groups.

At the time when schools and training centres for the eradication of illiteracy were set up, there was need for much publicity work among the adult illiterates in order to draw them into the schools, because many of them did not believe they could ever learn to read and write.

To stimulate their interest, the importance of education was explained to them individually and in small groups, and also at meetings. At special evening gatherings for that purpose, the audience was often addressed by former illiterates who had recently mastered the three R's. They recounted how they studied in school, and explained how helpful to them in their everyday life, at work and at home, was their ability to read, write and count. They read stories, recited poetry and took part in amateur musical and singing performances.

In factories, much was written about the importance of education in the wall-newspapers :

Those who finished school were awarded prizes and promoted to better jobs, and their names were posted on the Board of Honour.

The first step in organising the literacy campaign was to register all the illiterate adults in the towns and villages. In industrial enterprises this work was conducted by the trade union organizations. The registration of persons not employed in any institution (housewives, domestic servants, etc.) was supervised by the departments of public education. The help of many teachers, senior pupils, students, workers and non-manual employees was recruited in registering the illiterates.

The purpose of the registration was not only to determine the number of illiterates in each community, but also to obtain pertinent information about each individual; name and address, age, number of children in the family, occupation, place of employment, participation in social work, domestic conditions, and, finally, the time best suitable for studies (morning or evening and at what hours). It was necessary to know all this in order to make arrangements, most convenient for the pupils.

Also ascertained were the knowledge and aptness of the prospective pupils. As a rule the picture was motley: some had no knowledge at all, some could read letter by letter, some could read syllables and knew how to trace letters, etc. It was important to know their individual abilities so as to group them homogeneously.

Groups were formed of persons whose degree of knowledge was approximately alike. The practice of forming mixed groups did not justify itself because those who lagged behind the rest of the class soon lost interest and quit school. The same applied to those who were more advanced and did not care to waste time repeating what they already knew.

Usually the pupils were divided into the following groups:

1. the totally illiterate;

2. those who could read, but could not write or count;

3. those who could read and write, but did not know arithmetic.

Wherever the number of those illiterates who did not fit into any of the above-mentioned categories was too low to justify the creation of a large group volunteer teachers instructed the pupils individually or in small groups of 2 to 3 persons. This form of instruction was most valuable to women who could not go to school because they had children to look after. By taking lessons at home they made good progress in disposing of their illiteracy.

In grouping adults, other factors besides their degree of knowledge were taken in account; their age, and also their living and working conditions.

The age of the pupils had to be reckoned with because elderly people often felt ashamed of their inability to read and write. They felt mostly embarrassed when grouped with young people who grasped and learned things better than they could. But when they were grouped with pupils of about the same age they felt more at ease and attended school with greater pleasure.

For those who worked night shifts, classes were held in the day hours most convenient for the pupils, and for those who worked in the day-time classes were held in the evening.

In the North, where the peoples led a nomad life, teachers accompanied the nomads as they roamed from place to place.

The information gathered in the process of registering the illiterates, made it possible to estimate the approximate time needed to abolish illiteracy in every farm, factory, village and town and to work out the plans accordingly.

(From material supplied by Education Clearing House, UNESCO, Paris).

FORUM

(In order to help the Planning Commission to prepare a scheme of Social Education in the Third Plan, which should reflect the collective thinking of field workers, administrators, and thinkers, the Journal, initiated this Forum in the previous issue. In the present issue, we are giving three articles, about the scheme of Social Education. We would welcome more comments from our readers, to enable the Indian Adult Education Association to present an integrated plan to the Planning Commission. Readers are invited to send in their comments to the Editor at an early date—Ed.)

The first two plans were drawn up with the intention of developing material resources of the country. A fair amount of capital for this purpose was either borrowed or came as gift from foreign countries. The Third Plan should devote largely, if not exclusively, to the development of human resources, for we are of the opinion that without a well-developed citizenary, higher material resources will become a curse and cause of disharmony, conflict and tension in our society. If necessary, foreign aid should be sought for the development of human resources.

The progress in the field of literacy has been disappointing. It is felt that the Third Plan should contain schemes for expanding adult literacy and for setting up institutions for the further education of adults, including correspondence courses.

An attempt should also be made by a scheme of technical education to set up polytechnics in every district in India. Some of the programmes of further education of adults may be taken up at those polytechnics.

The Central Government should initiate a scheme for encouraging education through correspondence in the Third Plan. This will give opportunities of further education to young people and adults who are unable to join the regular educational institutions and will

help relieve congestion in some of the educational institutions. It may also enable the country to produce trained personnel in certain lines in numbers for which it may be difficult to set up regular training institutions.

As far as possible, correspondence education may be left to non-governmental agencies. However, in order to establish adequate supervision over the development of correspondence education, to maintain the supremacy of the public interest, and to insure the wisest overall planning in this field, it is proposed that an independent Correspondence Education Board attached to the Ministry of Education be established. The Board would be responsible for stimulating the establishment of correspondence courses and to determine what fields are to be allocated to the public sector, to recognized educational institutions, and to the private sector. The Board could also establish standards which institutions must meet if their certificates, diplomas, and degrees are given recognition, and give recognition to institutions for carrying on correspondence education.

This Board may consist of eight to twelve members representing the Ministries of Education, Scientific Research and Cultural Affairs and Community Development and Cooperation, Planning, Commission, Inter-University Board, Secondary Education Council, Indian

Adult Education Association and All India Federation of Educational Associations.

The Chairman of the Board may be the Secretary of the Ministry of Education.

While the actual conduct of most correspondence instruction would be left to schools and universities and to the private sector, it is recommended that the Government of India assume responsibility for the determination of policies to facilitate the establishment of correspondence instruction. These policies may be determined by the Correspondence Education Board. The Government should, recognise the certificates, diplomas or degrees obtained through regular institutions. In so far as employment under the Government is concerned, it should make no distinction between the candidates who have taken and passed the examination after doing the correspondence course and other candidates who have prepared in the conventional way. In fact this is already the practice in so far as 'private' candidates are concerned.

The Board should take the initiative in instituting or promoting the following courses immediately.

- (a) Training courses at various levels. A large number of teachers in primary and secondary schools are untrained. Additional teacher training institutions that Government may set up may not be able to train a sufficient number of teachers needed for the necessary expansion of education. Correspondence courses could provide training in both academic and pedagogic subjects. Literacy teachers also could be imparted training through correspondence course.
- (b) Courses in librarianship. There is a great dearth of trained librarians in the country and there are not enough institutions to train them.

- (c) Courses for the in-service training of various grades of government employees; clerical staff and stenographers, community development officials, inspectors, police and firemen, railroad workers, highway maintenance men, etc.

In order to accumulate early experience under Indian conditions it would be desirable to start the development and operation of one or two short correspondence courses as soon as possible. It is suggested that they be for primary, secondary, or literacy teachers for adults, and should be started immediately as a pilot project on an experimental basis.

In the field of literature for neo-literates and for field workers, much appreciable headway has not been made. The book trade in the country has experienced a time of trial owing chiefly to the difficulties arising out of the scarcity of paper and its high price. At the present stage of development of the country, it is desirable that the book should be made available fairly easily and at a reasonably low price. The present conditions are, however, not favourable. It is hoped that new paper producing concerns will be set up in the country soon. It would perhaps be desirable for the Government of India to take initiative in rationalising the publishing and especially the book-selling trade. The National Book Trust must launch upon a dynamic and progressive policy to improve the situation in the country.

The main task in the field of public libraries in the Third Plan should be :

- (a) setting up of State Central Libraries or assignments of functions of State libraries to University or other suitable libraries in the States ;
- (b) setting up of District libraries and other lower rank libraries in co-operation with school and other libraries ;
- (c) enacting library laws in the State and
- (d) training of librarians.

The Ministry of Education deserves congratulation for the setting up of Library Institute at the Delhi University. Its primary function is to train district librarians and later other public and special librarians.

At the present, library and allied work is scattered in various sections in the Ministries of Education and Scientific Research and Cultural Affairs. There is a need for integrating the work in one unit under one of the Ministries.

Programmes of Adult Education in Rural Areas

The problem of illiteracy continues to remain unabated in spite of efforts. Even 5% of the illiterate population will not be made literate by the end of the Second Plan. It is likely that the achievements for adult literacy will range from 3 to 4%, thus leaving almost 20 crores of population above the age of 9 illiterate. The primary education facilities by the end of Second Plan will cover 52 to 60% of the school-going age population. Thus nearly 40% of the age group of 5-11 will be added to the already existing population of illiterates. If it is not possible to give minimum of what is called functional literacy to adults, it is difficult to cover the expanded programme of adult education. This calls for a new approach to tackle the problem.

1. The Programme of Universal Primary Education

It is necessary to feel bold and decide on universal primary education facilities for school-going age children by the end of the Third Plan and gear all available resources of men and money to this vital problem, and to phase the programme of adult education including adult literacy as a supplementary programme to the programme of universal primary education. The programme of universal education should be considered as an integral part of the programme of adult literacy.

2. Programme of Literacy Campaign for the Age Group 14 to 40

The second step that needs to be taken is to create consciousness among the village population for universal literacy. This consciousness has already been aroused in urban areas and is

found prevalent in sub-urban areas. But it needs to be emphasised in rural areas. It is suggested that annual campaigns for literacy be organised during vacation months every year with the target of covering the age group 14 to 40 years, within the period of five years. This will help to achieve two-sided objective, namely (a) creating consciousness among the village community to be literate and; (b) harnessing energies of the educated youth in rural and urban areas in promoting literacy among villagers thereby providing expression to their urge for voluntary services. This will indirectly result in getting the parents feel conscious of sending their children to school regularly.

It needs to be realised, at the same time that the standard of literacy achieved by such a campaign is not very high. In view of the short period, literacy remains at a superficial level. The most important achievement is the creation of consciousness for literacy and the campaign for education. Effort should be made to avoid a stereotype form for this campaign.

3. Intensive Literacy Programme Through Craft Training And Adult School

In addition to the literacy campaign, there is need for a regular and continuous programme of literacy associated with the other programme of general education. Experience shows that the present programme of literacy centres and classes of one to three months' duration, by giving either Rs. 3 to 5 to teacher for an adult made literate or Rs. 10 to 15 per month has not proved useful. This is, more or less, a waste of

resources, both human and financial. It is suggested that instead two other programmes be adopted.

(a) Introduction of the programme of literacy and general education in the training for cottage industries and village craft. It is said that training programme in village crafts under various Boards will cover a large adult population during the Second Plan period—through training centres. It is suggested that with the cooperation of the Boards a systematic programme of Adult Education including literacy, be introduced in the training programme of three months.

(b) The Ministry of Education has started a scheme of adult schools in urban areas on experimental basis. Though this scheme is made to help the adult to achieve the standard of fourth grade primary school within a year and a half with concentrated teaching of three hours a day, it is necessary to experiment with similar schemes with necessary adjustment of time and content for rural population.

Beyond this three-sided approach to literacy programme, namely the literacy campaign, adult education through vocational training, and adult schools, It is not possible to go further in view of the limited financial resources and manpower. At the same time, it is necessary to fix a moderate target of say 20 to 25% to encourage the field workers to achieve results and to give

an indication to the planners for providing the necessary amount in the 3rd Five Year Plan.

4. Adult Education Programme

In addition to the programme of literacy, there is need for adult education programme to maintain the literacy achieved by adults and to extend their horizon of knowledge. It is suggested that the two-sided approach be adopted, namely (a) libraries and reading rooms and (b) community centres be set-up.

(a) **Libraries and Reading Rooms:** The programme of Library and Reading Room should be considered as a follow-up programme of adult literacy.

(b) **Community Centre:** In addition, a community Centre with educational, recreational and cultural programme, run with the cooperation of the villagers must be maintained in each VLW circle to begin with, and in each village by the end of the Third Plan.

If Social Education is to realise its goal, these aspects of the programme need to be emphasised and provided for in the Third Plan.

The Forum should discuss these suggestions threadbare and consider how best the present state of programme for literacy can be brought out from the prevailing morass of confusion of ideas and inadequacy of efforts.

Mobilise Educated Unemployed

In response to your invitation to those interested in Education to communicate their views on Adult Education, published under "Forum" in the June issue of your Journal may I, as a former member of the Indian Adult Education Association, make the following suggestion for the adoption of country-wide measures for the annihilation of mass illiteracy which prevails in our country and unfortunately stands in the way of successful working of democracy constitutionally established in Free India? In my view, two great problems in Indian Education need immediate attention of the Union

and State Government Educational Authority.

- (i) annihilation of mass illiteracy and
- (ii) employment of the educated unemployed whose number is annually increasing.

These, I believe, can be effectively tackled together, if the following measures are adopted on country-wide scale :-

- (i) to call on the educated unemployed in all rural and urban areas, by public notification, to report

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Audio-Visual Materials for Social Education

Harbans Singh

HENRY R. Cassirer, Head of Unesco Television Unit, writes in a recent article: "Visual media must be produced professionally; there is too much amateurism in a field requiring the highest skill. Production should be centralized wherever possible without interfering with the close relationship between the film, filmstrip, poster, and the area and conditions in which they are used." This short excerpt raises almost all the problems of a fundamental importance connected with the production of materials for Social Education. The reconciliation of centralized production and de-centralized needs among widely spread communities with problems and requirements peculiar to each, is indeed a difficult job. Administrative rules, distribution channels complicate matters further.

Materials Are Needed

Needless to say that the production of materials for use in Social Education programmes is of vital importance. Even a most carefully considered work plan and the most well-trained workers will find themselves defeated if good materials for use in these programmes are not available.

Two types of material are required for Social Education work: (i) audio-visual aids like posters, charts, flannel-graphs, radio, filmstrips, and films; (ii) and reading material in the form of books and pamphlets.

AV Aids Are Social Education Aids

It has been well said that audio-visual aids are Social Education aids. AV aids (as audio-visual aids are called)

play an important role in all Social Education work. Apart from the fact that AV aids make abstract things concrete; make facts and difficult concepts easily understandable and more assimilable, AV aids like the film and TV can do things that nothing else can. They can bring the whole world into the village community hall—a burning volcano, a Canadian pedigree bull etc. An Indian farmer can see how a Japanese farmer placed under circumstances similar to his own makes a better use of land, labour, and seeds for better yield, and a factory hand in a small provincial town can see the Swedish labourers combined into a trade union and running a cooperative of their own. These are the things that words cannot effectively communicate but these *are* the things which the film can bring to you with all their reality and freshness.

In countries where literacy figures are depressingly low and where to most, the famous glib *Kala Aksaar Bhains Brabar* (a black alphabet on paper is as a buffaloe) is perfectly applicable, Social Education programmes cannot progress at all without the help of AV aids that make sense to every one literate or illiterate. With the paucity of trained workers and the urgency to cover as soon as possible as many people as possible by Social Education programmes the mass-communication media have come to have a value of their own.

No Substitute For Books

Though AV aids overcome the barriers of illiteracy, they do not do away with the need of literacy. By the use of AV aids in a Social Education pro-

gramme we have not waited for the adult to know his letters, do his reading and *then* understand our verbal message. We have used another method of communication, have talked straight to his head and his heart. But once the illiterate adult, has been, through the use of AV aids, made to feel that he ought to improve his lot economically, socially and culturally; once he has been motivated, the spoon-feeding must come to an end. He has to be left to his own resources to find out what he needs and how he can get to fulfil those needs. This he can know from suitable books and he has to go to a library. That is why literacy forms one of the most important part of all Social Education programmes; so much so that to some Social Education means literacy and nothing more

Again, the neo-literate has his own problems. He is interested in certain specific topics in which other adults who have had the benefit of formal education may not be interested. Even if literature on the subjects of the neo-literates' interests is available, the form in which it is available may not suit the neo-literates' tastes and accomplishments. Books for the neo-literate have to be specially planned, written, and printed. If follow-up literature of interest to the neo-literate is not produced and made available to the neo-literate through a well-organized library service all literacy programmes will come to naught.

Production of written materials for Social Education work has two aspects :

- (a) Research in production techniques, typography, vocabulary, tastes of neo-literates ; and,
- (b) Production and distribution.

Happily, a lot of work has been done in both these areas under sponsorship of the Ministry of Education and other agencies. Research has been carried out in the content of books for neo-literates ; production techniques have been examined ; vocabulary lists have been compiled for the benefit of writers

of literature for the neo-literates ; tastes of neo-literates have been discovered ; actual material has been produced or sponsored by the Ministry ; production of reading material in the private sector has been encouraged through prize competitions which have now been in operation for the last six years ; a network of libraries has been envisaged and a plan already worked out. The ball has been set rolling and it has already gained good momentum. This is all for the good.

Lack Of Attention To AV AIDS

Unfortunately, the AV materials, which if not more are as important as the written materials, in all Social Education work, have not got a fair deal at the hands of the educationists. It is surprising indeed that the need for a production centre of AV aids for Social Education should not have been felt. As hinted earlier AV aids can do things that the written word cannot. Social Education today is not mere literacy, it is an integrated approach to life intending to make men lead richer lives—economically, socially, and culturally ; to bring them in line with individuals of the most advanced communities and to make them contemplate on all the problems of humanity. This means not only varied *materials* but also varied and more effective media—the film, the radio, the television. The subtler strains of Social Education programmes: personal happiness ; an appreciation of one's role in the community ; awareness of other people's role ; an understanding of life's mirade complexities—which ultimately are more important than any other aspects of Social Education can be communicated only through a media which does not have to use verbal symbols but which cuts neat slices of life itself, as it is, and brings them under the gaze of the pupil or the adult for him to consider, think about and profit from. The film and the television are those media.

Methods Of Approach

An analysis of the problems of Social Education will be a good starting point for a discussion on the organization of a

production centre of AV materials for Social Education. There can be four arbitrary but workable divisions of the problems from the point of view of their area of applicability: (i) international problems like the preservation of the world peace; mutual appreciation of national cultures; (ii) national problems that are common to the whole nation like inter-state understanding; need of birth control; community help to Five-Year Plans; communal harmony; growing more food; boosting national exports; (iii) regional problems peculiar to an area like the Punjab Government's programme to eradicate VD from the hill areas of the province; (iv) and last but not the least, local problems like the clean up drive in a village; a local superstition in conflict with a progressive activity in a certain community, etc.

It should be obvious, therefore, that production centres at the various levels will have to be differently organized in terms of budgets, work programmes, and distribution channels.

At the international level we have Unesco to survey needs, define problems, work out projects, frame work programmes, produce suitable materials. The production programmes of Unesco are admirably organized: they have good budgets, the very best of personnel, and their production is backed by extensive surveys and research and pre-testing of materials. Unesco's mode of work should give us useful ideas for the organization of a national centre.

Need For A National Centre

In India we have no national centre for the production of AV aids for school education or social education. I have already made a case in the preceding portion of this article that a national centre for the production of AV aids in Social Education is an urgent need. This centre when established should naturally give leadership to State Governments in this particular field and should do things that a centre at the regional level, when set up, would not be expected to do. Though the national centre

may produce all types of aids like chart, posters, flannelgraphs, filmstrips etc., it should *primarily* be a centre for the production of films and documentaries (we are not here concerned with TV) which are excellent for use in Social Education programmes and which small units in States with smaller budgets and meagre personnel resources will not be able to produce.

A question can be asked: Is it necessary that another independent film production agency should be set up when we already have the Films Division of the Information and Broadcasting Ministry producing more than 36 documentaries in a year? Is a duplicate organization which entails extremely high budgets and financial allocations advisable? The answer is 'Yes'. Films for the use of the Social Education worker must be produced for him by an educationist, by a Social Education agency and not by a public relations organization. If one were to see the *instructional* classroom films sponsored by the Ministry of Education for classroom needs of Indian schools and produced by the Films Division it would be understandable why it is necessary that all educational materials should be produced by the educationist or an agency directly responsible to him. Organizations like individuals have their temperaments, and their points of view which they imprint on the programmes

(Continued from page 5)

office employees and collective farmers can enter any professional educational establishment in the country—various kinds of courses, one-year and one-and-a-half-year technical schools, specialised secondary schools and institutions of higher learning.

Starting with 1949, universal compulsory seven-year education began to be introduced in the USSR on a country-wide scale, and two years later the Soviet Union set about realising the gradual transition to universal compulsory secondary education (Ten-year).

and materials that are processed through them.

Films Division documentaries are admirable when used to fulfil the end they have been made to serve. But they are not *all right* for the Social Education worker, for the simple reason that they are not made for him. They have a different approach to their subject and in cinematic treatment—they are made for the information of citizen, not for the education of man; they are quick and boastful; they do not teach, they inform how the people's Government is carrying out a massive programme for the uplift of its people through their welfare policies and programmes. Obviously, there is nothing bad in what the Films Division documentaries seek to do, but they are not for Social Education worker. And yet for some time to come we may not be able to bring another film producing agency into being. We need films for Social Education but we do not have the resources! What is the way out of this impasse? The only solution seems to lie in the adaptation by the national centre (this should be made possible) of materials being produced by the Films Division and setting proper procedures by which the Films Division when producing films for the Social Educationist reflects adequately the point of view of the Social Educationist. To this we will refer again.

Radio Should Be Better Utilized

Radio has been used extensively in other countries in Social Education programmes. The one objection generally raised against the radio is that it is a one-way communication and cannot therefore enlist group interest at the listening end which is so very important for any teaching situation. This, however, has been overcome already. Most interesting teaching activities have been organized at the listeners' end as, for instance, Farm Forum programmes in Canada which were tried in Poona as an experimental measure with the help of Unesco and are now being extended to all the stations of AIR.

At present AIR looks after Social Education programmes on the air, left to its own resources. Social Education programmes almost at all the stations of AIR have been linked with Rural programmes which do not adequately serve the ends of Social Education. The national production centre can work in close cooperation with AIR and assist the Broadcasting organization by supplying them well-written and useful scripts for broadcasting from their network. As it is, the scripts used by the various AIR stations in their rural programmes leave much to be desired. It is bound to be so until a systematic effort is made by an agency like the proposed national centre to orient the AIR rural programmes towards the needs of Social Education work.

Materials From Abroad

The proposed national centre for production of materials for Social Education should also undertake to adapt good material produced elsewhere to suit the needs of this country. In this area, again, there is a great scope and little work has been done. Lot of material can be obtained from countries whose problems are similar to ours and where useful material has been produced to assist the programmes of Social Education.

The national centre, in turn, can give prototypes of good materials to the regional centres for adaptation and use.

The success or failure of an organization depends upon its personnel and though qualifications and experience of a person are but deceptive indications of his professional skill, capacity, and willingness to work, it is absolutely necessary to have professional people in the production centre and avoid un-skilled and semi-professional workers. The production centre should also have on the staff sociologists, life analysts, and evaluators, so that all production is preceded by proper surveys of needs, definition of problems, pre-testings, and evaluation of materials produced.

Regional Centres

There is need for similar centres at the regional or State level. These centres may be organized on the lines of the national centre. In work programme, however, they should keep themselves to the production of materials other than films. Films can in the initial stages be left to the national centre and State centres can give special attention to the filmstrip which is educationally a better teaching aid and requires lesser budget outlays to produce and use.

There Is Yet Another Need

All this done there is yet another need to be fulfilled—the need of the village level worker whose problem may be absolutely *local* and who may be needing just one copy of a chart or ten or fifteen copies of a poster to back up a purely local campaign. Let us say that widespread playing of cards and gambling among the male population of a village is hindering the development work in that community as most of the men folk like to sit down under the trees to gamble through the afternoons and the evenings than to participate in the activities organized by the village worker. To remedy this situation the village level worker needs some aids. He may be able to get a film on the evils of drinking and gambling bringing out the wastefulness that these evils entail. With this he can make a beginning. But he wants to give his campaign a local colour, a local relevance, and a local significance and for that surely he needs some posters and charts specially made for him. How are we going to meet his need? This need is important and cannot be neglected. Even after the national centre has given him a film and the regional centre a filmstrip, we cannot deny him half a dozen posters specially made for him. It must be understood that education can be imparted only in small groups with the use of materials that are meant for them (it does not mean that no materials have a relevance beyond a small group.) And since the Social Education worker has no curriculum to guide him the

problem of supply of suitable AV aids to him is likely to be most tricky.

There is a school of thought which believes that such aids should be made by the teacher or the Social Education worker himself with the use of indigenous materials. It will be good to remember here Henry R. Cassirer's remarks quoted in the beginning of this article that there is "too much amateurism in a field (of production of AV materials) requiring the highest skill". It is perhaps possible for a teacher to produce some of his aids himself. He himself is his subject specialist and generally he has the art and craft teacher of the school to help him do the sketching and lettering. The village level worker does not enjoy the same facilities. He is not his own subject specialist, and may not have the assistance of an art and crafts teacher. The District Social Education Offices appear to be the only agency which can help him by employing in the District Offices AV technicians and artists well versed in silk screening and other inexpensive duplication methods to serve the need of village level workers in the districts.

We Don't Have To Wait

We don't have to sit back and wait till we find funds, men and materials for establishing production centres at the national and regional levels. In the meantime we have to make the best of what we already have. As already hinted the Films Division documentaries, provide an inexhaustible wealth of cinematic materials to the Social Education worker. They can be used by the Social Education worker. There are two ways this material can be adapted. One approach would be to establish more adequate relationship between the national centre and the Films Division which will produce films for them. This can be obtained by introducing vertical distribution of production (excepting camera work, developing etc.) in the Films Division under the direct guidance of liaison officers of various departments stationed in the Films Division but responsible to departments that sponsor the films. Films already produced by the Films Division

can be re-edited for those working in schools and Social Education.

Instances are not lacking when a Social Education worker who knew his job well, led a fruitful discussion after the screening of a *wrong* film—this, though, is not the right thing to do always. But when the discussion leader is a man who is sure of himself such material can be used. Take for instance, a village where some pest has attacked the standing crops. The Social Education worker brings the villagers together and shows them a film depicting a community which had the same problem and which fought the pest with the use of scientific methods. "But we do not have these facilities," says a villager. We do not have the chemicals and we do not have the sprayers", says another. This can mark the beginning of a useful discussion which can be led to the question : What shall we do and how? Canada offers most interesting instances of how discussion groups can be organized around film-shows to motivate community action and self-help within the means available to a community.

Some useful non-projected materials can be obtained by the Social Education worker from the Directorate of Visual Publicity of the Government of India which produces huge quantities of posters, picture post cards, charts, and albums for public relations work.

All these are, however, half-measures. If we are serious about education we

must spend on education. It is absolutely necessary that a national centre for the production of AV materials for Social Education work should be founded.

(Continued from page 11)

their names to their local educational officers and get them registered in a special register of the educated unemployed to be maintained by the education officer.

- (ii) to require each local educational officer to organise a short-course for the training of the educated unemployed in his locality in methods of teaching adults which differ from those adopted for the teaching of children, and to call on all the educated unemployed registered in his office to attend it;
- (iii) to open an evening class or a night class in each area for Adult Education and employ therein as teachers the educated unemployed trained for the purpose as suggested above and to pay them at least Rs. 50/- per month each for their work to start with.

These measures would, I believe, help effectively in tackling the two great educational problems which urgently demand attention.

K. S. Vakil.

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The President's Letter

Getting Acquainted

Friends and fellow-workers,

This will be a very brief letter. May I explain the reason for it. I have just rushed into our (alas! still unfinished) building of the Indian Adult Education Association after having collected my travel tickets from the New Delhi office of Air India International. I am leaving this evening—only in a few hours—for New York as I am to work on the Indian Delegation to this year's General Assembly of the United Nations. However I do not wish to miss my quarterly letter to you with whom I wished in my last letter to "get acquainted".

Before I received the intimation from the External Affairs Ministry of my inclusion in this Delegation, I had written from Udaipur to our headquarters here at Delhi indicating my desire to visit some of our centres in the States, to meet some of you personally and profit from your work and experience in the field of Social Education. Unluckily this plan has to be put off for the present.

May I take up the string at the point where I had last left it—in my first letter. It was my desire to emphasize the comprehensive concept of Social Education. Basically, the central purpose of Social Education was a universality of its own, and yet in its implementation, each civilised community will impress the stamp of its own individuality. This

reminds me of Gandhiji's views on the comparative significance of one's duty in National and International matters. I cannot at this moment quote his own words, but his outlook can be a guidance for our efforts in Adult Education. He said while my house will receive fresh air from all directions, I would build a house to suit my own needs and wishes. Similarly there has been the same urge, indeed identical appetite for Social Education in all countries.

And yet the system and schemes conceived and successfully carried out in some countries could not be easily copied by others. Transplantation of trees from one climate or social condition into another is often difficult and in some cases impossible.

In the great work of Social Education we shall have to think of our own social soil and climate if we are to rear up a garden of our dream which will have the beauty and order, loveliness and fragrance, which will really entitle our people to play the role in human affairs—a role worthy of our great tradition and rich history.

I know you all agree with me in this approach.

My greetings to you all and your co-workers and assistants.

Indraprastha Marg. Yours in service,
7th Sept. 1959 Mohan Sinha Mehta

Place of Handicrafts in Adult Education Programme in Sriniketan

Santosh Kumar Bhanja Chaudhury

IN 1922, Poet Tagore founded the Institute of Rural Reconstruction (IRR) at Sriniketan. The aim of Sriniketan is to bring back life in its completeness into the villages, making the rural folk self-reliant, self-respectful, acquainted with the cultural traditions of their own country and competent to make efficient use of modern resources for the improvement of their physical, intellectual and economic conditions.

When the IRR started its work, its activities were confined to only three villages near Sriniketan. The land around Sriniketan is arid. This district has large tracts of eroded areas of only red laterite which supports neither man nor beast. The rainfall is low and heat intense. Agriculture and animal husbandry was not easy. Handicraft was not plain sailing either, where just a few semi-skilled artisans—weavers and carpenters—vainly trying to earn their livelihood by producing outmoded goods with the help of crude tools and techniques, were available. Nor was the health and sanitation work smooth in this locality where the incidence of malaria was about 90 per cent. One need not say anything about the task of education in a country where 84 per cent of the population are illiterate. In 1953, the area covered 85 villages extending over 150 sq. miles.

The major fields of work of the institute are agriculture, craft, education, health and sanitation and general welfare. An integrated programme of rural development in all these fields was introduced in an "intensive area."

The steps that are followed before the implementation of programme are (1) to know the problems, (2) to do research works to find out their solutions, (3) to pass on the knowledge gained from such researches to the villagers and (4) to help them so that they themselves may solve their problems. It is a process of education. The knowledge imparted to the villagers, and the experience gained through participation in programmes, together educate them. This knowledge is given with the help of talks, discussions, exhibitions, cultural functions, folk music, audio-visual equipments, leaflets and pamphlets, circulating libraries etc.

The School of Handicraft

It is in this setting that the school of handicraft called Silpabhavana has been working. It passed through many vicissitudes.

In villages, there were many who had only part-time occupation of agriculture, and who badly needed some subsidiary occupation to supplement their meagre income. Again, there were many more who were unemployed. It was found that hungry villagers could not have real interest in rural development programmes. Their basic need were to be satisfied first. It was considered that craft would help them all.

With this end, carpentry, weaving, basketry and lac toy-making were introduced. But there was no urge of the village adults to learn crafts. The offer of free board and lodging induced a few to come and join the school. This

method of getting trainees was too expensive, so the school had to go to the trainees. The teachers went to villages to hold demonstration classes.

When the first batch of trainees went back to their villages after completing their training, and when they began to earn through craft, some other adults of their localities felt persuaded to join the school.

So long as the quantity of our finished products was small, we could easily sell them off. By 1934, we had quite a number of trainees and ex-trainees, both in the school and in villages, producing plenty of goods, and we faced the problem of marketing. An exhibition of our handicrafts was arranged at Calcutta. Most of the exhibits were sold out and big orders for very many goods were booked. Thereafter, we had to have our own shop at Calcutta. Demand for our produce went on increasing. It was decided that the demand should be met to the fullest extent possible to give benefit to the maximum number of villagers. To implement this idea and to speed up production, paid apprenticeship system was introduced.

In 1939, a small excess of income over expenditure was noticed. But then came the second world war, and in its wake, the great Bengal famine. We struggled hard to save the villagers associated with the school from acute shortage of food, clothing and a lot of other necessities of life. To provide employment to more and more men and women, new crafts were added one after another as our resources permitted. Production steadily increased.

As our profit increased from year to year, more and more stress was laid on increasing the rate of wage to craftsmen. Arrangements were made for purchasing of improved tools and equipments, introduction of power-driven machines, research works and strengthening of the staff. Side by side, started general welfare work through free distribution of tools, free medical treatment, supply of kerosene oil and rice (which were

controlled goods during the war time) at less than purchase price, organization of literacy classes, etc.

The rate of wage that was 0.46 nP for a piece of work in 1939, was gradually enhanced from year to year to 4.75 rupees in 1949. This means an increase by about 11 times in course of ten years. The cost of living during this period increased by 3.12 times. In 1945, the number of our craftsmen was 525, and most of them worked in their own workshops at home.

We won the village men and women. They spontaneously participated in our total programme of adult education which was a means to our goal of rural reconstruction.

In 1951, the Visva-Bharati became one of the four Central Universities for the running of which the Union Government takes direct responsibility. For this reason, it had to curtail its programmes that were of only local value. Secondly, the NES block was started in 1955 to take care of community development in 185 villages, most of which were under the aegis of IRR.

Thirdly, there was an increasing demand from all over the country, for a systematic training in handicrafts and cottage industries. For all these reasons, it was found necessary for the school to shift the emphasis more on training than on production. The school which was so long a single unit was split up into two sections, (1) the Cottage Industry Training Centre (CIT), and (2) the Cottage Industry Extension Section.

The extension section provides employment to some of our ex-workers and ex-trainees, and organizes production on a limited scale. It also maintains two shops for the sale of finished goods.

At Sriniketan, CIT offers 14 full-time professional courses for adults, and 8 part-time non-professional courses for adults and children (pupils of two high schools of Visva-Bharati). The former courses are for those who want to earn livelihood either as independent craftsmen, or through services as craft tea-

chers, or as workers, foremen, etc. in industries. The 8 non-professional courses (7 for adults and 1 for children) are for students of those institutions of Visva-Bharati in the curriculum of which, craft is a compulsory subject to be utilised for cultural value.

Besides, CIT has three schools in villages for the training of adult village women, under 5 part-time-professional courses in weaving, soft toy-making etc. About 75 per cent of these trainees are refugees from East Pakistan.

Our syllabuses indicate only the minimum that students must learn in theory and practice. Besides learning this, they have to participate in a number of activities that develop personality and sense of citizenship.

In the session 1958-59, the total number of students of the CIT was 559, out of which, there were 86 under professional courses, 117 under semi-professional, and 456 (60 adults and 396 children) under non-professional courses*

Since 1951 when our school was re-organised, a total number of 846 adult students have graduated.

Before 1951, about 90 per cent of our trainees were local, but now only about 15 per cent are local, and almost one third of our students under professional courses are from other states. This indicates that the school has ceased to have only local utility, and that its benefit is being availed of all over the country.

Results and achievements of the school

(1) The school imparted training in the use of better tools and techniques to about 250 semi-skilled artisans of this district. Various crafts were taught to about 400 unskilled people of this area. This helped them economically. (2) More than 500 refugees have been equipped with training for rehabilitation. (3) Artistic leatherwork and Batik that have now developed into promising industries in India, were first introduced by this school. Training in these crafts has been given to more than 400 people of different states. (4) The school has greatly contributed to the improvement of general standard of consumer taste

in India. (5) Through experiments and research works the school has found out and introduced a number of new tools and techniques. (6) The school has been rendering technical assistance and expert services to many private and public institutions. (7) Many of our graduates have been doing work in different fields of craft in different states. (8) Quite a new style in craft has been created by the school. Its designs have given a distinctive character to its finished goods. (9) The institution has evolved a formula that the huge man-power which is idle in our villages, can be utilized for commercial production of artistic handicrafts, and that craft can effectively contribute to social education or rural reconstruction programmes.

Result of the Integrated programme of rural reconstruction

Handicraft is only one element of the integrated programme of Sriniketan. An idea of the total result of such a programme may be had from the following figures for two small villages taken together. The villages are Laldaha and Sarbanandapur which are of representative character of this area. The total area of these villages is 1067 acres.

Year	No. of families	Population	Percentage of literacy	No. of people who got higher education.
1938	60	194	20.5	0
1958	81	383	40.5	7

Year	No. of education- al instns.	No. of co- op. soc. & other instns.	No. of folk music clubs	No. of games clubs.
1938	1	0	1	1
1958	7	12	4	2

Year	No. of malaria patients.	land under cultivation	Value of agricul. tural output.	No. of cattle.	Income per capita (in rupees)
1938	148	194 acres	Rs. 11,555	223	56
1958	0	321 "	93,450	292	300 (175 outside program me area)

*Besides the two high schools mentioned above, craft is compulsory in the teacher training college, the Social Education Organisers Training Centre, and the Institute of Rural Higher Education. It may be noted in this connection that in Visva-Bharati, students of all institutions, except the high schools are adults.

Twenty years ago, due to malaria and other diseases the health of the people was extremely poor. This increased their poverty. Often deaths from epidemics of the earning members rendered many families desitute. There were small isolated groups of castes; prejudices and ignorance prevailed, and inertia, dependence and want of joy predominated.

Within twenty years, there have been only 20 deaths and the general health is now good. The caste barrier has disappeared. Most of the people unite to work for the common cause. Their economic condition has much improved. They have become more active and responsive. Now they are democratic in attitude, and interested in national and world affairs. The adult people have awakened in a light of awareness. This light is education.

The education was not imparted only through instructions, nor was it guided by any fixed syllabus. It was gained by the people by participating in the total programme, through life experience earned by solving life problems.

But what is the contribution of the teaching of craft there? The number of craftsmen in 1938 was 25, it is 59 now. Craft has indeed helped in raising the economic level, and although there is much that can yet be done in this respect, it can definitely be said that hunger that was the cry of the day, twenty years ago, is no longer a problem now. That is why the programme did work well there.

In 1955, the villagers started a central workshop with some financial assistance from our school. A good number of craftsmen, weavers, carpenters, black smiths, etc—almost all of whom are our ex-students, work together in that workshop. They are busily engaged in producing articles that are always in demand. Besides having the joy that is inherent in the work of craft, the craftsmen are happy that they can earn their living easily and independently, and that they are serving some useful purposes of the community. They feel proud of their skill and knowledge. They have the courage that they can stand compe-

tion. They have a sense of dignity of their work, a sense which is absent in the country. In the words of Tagore, they are "self-reliant and self-respectful." If this workshop were not there, some devils' workshops would have cropped up and implementation of programmes would have been difficult.

Craft in Adult Education Programmes

In countries where the percentage of literacy is high, adult education is considered to be continuation or further education, having a programme generally for secondary, university and vocational education and also cultural and recreational activities. In India, a vast majority of the population are illiterate, and 70 per cent dependent on agriculture. Our programme must, therefore, have an emphasis on literacy and training in agriculture, and craft which is subsidiary to agriculture.

Adult education in India, has so long been confined mainly to literacy. It was about 1944 when the report entitled Post-war Educational Development in India, of the C.A.B.E. was published, that Indian educationists realised the broader and comprehensive concept of adult education and renamed it social education, and since the Community Development Projects came into being in 1952, social education has been stated to have a programme for the improvement of economic status of adults, but in actual practice, craft, which is an indispensable means to that end of improvement, has been markedly absent.

It is due to omission of vocational training in syllabuses of most of the adult education centres in India, that attendance of students in classes is thin, and their participation in programmes poor. We have experienced that craft is one of the most effective means of approach to the adults.

It is high time that social educationists review their programmes and put emphasis on vocational training, and give due place to teaching of handicrafts.

(From material supplied by Education Clearing House, UNESCO, Paris).

Recent Trends in South Indian Book Cover Design

Arthur Isenburg, *Ford Foundation Consultant to the Southern Languages Book Trust*

SOUTH Indian publishers are beginning to pay systematic attention to better book covers. The practice of entrusting the art-work for a book to some untalented relative, willing to do the job for a mere pittance rather than a fee, is rapidly being relegated to limbo, where it belongs. Publishers are learning that one cannot get good art from bad artists.

During the last few years South Indian book covers, thanks partly to the initiative of the Southern Languages Book Trust, have been acquiring a new look. Book covers appear in brighter, more carefully chosen colours, and the art-work itself is improving steadily. This is true both of pictorial representations and more abstract designs. The spines of books, frequently left blank in the past, are coming into their own as spaces on which to print the title, author's name and even the price of the book. This is particularly important because books are so often stored, of necessity, in the typical small Indian book store in such a way that only the spines are visible. By printing the necessary information on the spines, the publishers are helping the book-salesman and the casual browser.

Perhaps the most drastic change is that undergone by the back cover or verso of South Indian books. In the past, virtually all books had the same verso lay-out; a photograph of the author, some textual matter, the whole thing being surrounded by a heavy rectangular border resembling nothing so much

as an obituary notice. While this practice has by no means disappeared, more and more publishers are abandoning it in favour of aesthetically more appealing back-cover designs. Front, spine and back cover are increasingly viewed and treated as a single, integrated design problem.

Some enterprising South Indian publishers are experimenting with varnishing their covers to enhance their overall appeal to potential buyers. Only a few printers are, as yet, familiar with the proper varnishing methods, and the cost is relatively high, ranging from Rs. 25/- to Rs. 30/- per 1,000. It is to be hoped that, with greater experience and greater demand, the cost of proper varnishing can be brought down. Improper varnishing poses its own problems, particularly under the climatic conditions of South India, where improperly varnished book covers are particularly likely to stick or develop blotches. Fortunately, however, it has already become clear that it is possible to varnish book covers in such a way that these undesirable facts may be completely avoided.

Experience has also shown that more research in inking technology is necessary. Reds and yellows are particularly apt to fade, even after a relatively short exposure to sunlight, while blues and greens are less affected. The attention of ink manufacturers is being called to this problem and it is hoped that they will be able to develop a full spectrum of colours resisting to fading.

In casual conversations with publi-

shers in Madras, it was frequently said that good artists could be found only in Bombay or Calcutta. A search for local talent quickly exploded that view and showed that, given the slightest encouragement, local artists can do as well as their colleagues anywhere. The Southern Languages Book Trust organised a small, informal workshop for young artists to discuss book cover design problems among themselves. The artists produced sketches and finished designs which were then analysed by the entire group. The workshop clearly showed that India's young artists not only have the necessary talent, but also an inspiring enthusiasm and the will to produce better book illustrations. There are also heartening signs of a growing interest on the part of publishers in encouraging these young artists.

better book cover design and interior illustrations is the scarcity of adequate printing facilities outside the major cities of South India. Sometimes this is not a question of lack of equipment (although it often is), but of proper skill in the use of available machinery. I should not be surprised if this situation, too, improved as more and more publishers become cover-conscious and insist on better printing and reproduction, obliging printers in smaller places to adopt higher standards of skilled performance.

All in all, the South Indian publishing world is becoming increasingly aware of the desirability of aesthetically more appealing book cover designs and better production standards.

Future prospects are bright.

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Recreation and Survival

By Carl E. Willgoose, *Professor, Health and Physical Education, State University of New York*

THE ANCIENT philosophers knew that the survival of man on this planet is related to his physiological well-being. Where the early Greeks spoke freely of mind-body relationships the modern educator speaks of psychosomatic behaviour. Reduced to its simplest terms, man functions as a complete unit, and his very survival depends upon an optimum state of physical and mental health.

Through the years our society has become more demanding, challenging and stimulating to most young people and adults. There are so many responses to be made to a wide variety of stimuli that the number of people failing to adjust satisfactorily is appalling.

Physicians, philosophers, sociologists and educators have cried that something must be done. And, to a degree, something has been done. For one thing, people have finally begun to realize that the more complex civilization becomes, the less valid is instinctive behaviour, and therefore, the greater becomes the need of education to preserve health. Also, man has begun to do more than give lip service to the oft-repeated objective, "worthy use of leisure time"

Recreation has been successfully stressed to such an extent that tens of thousands of people play bridge, take up golf, go bowling, swim, camp out, read good literature, play chess, fish and hike. They do this in the name of recreation. But the startling and significant part of this story is that many of them do not truly recreate.

For true recreation is both physical and mental. It is rejuvenation at its best. It is linked with relaxation and divergence. Play or amusement must be different from work to be worthy of pursuit during leisure hours. It must be rewarding in terms of relief from the problems and tensions of society.

Recreational activity, to be meaningful and related to man's survival, must divert his attention and energy to something he can relax over while doing. He may play hard at a game of softball or golf, but his attitude should be one of ease. For if he anxiously fights for perfection in his recreational activities, as he does in his work, his efforts will not produce relaxation and peace of mind. They will only produce more blood cholesterol for coronary disease, greater secretions for gastric ulcers, higher blood pressure for cerebral hemorrhage, and numerous frustrations leading to the doors of the mental institution.

Attitude Toward Play

Too many people engaging in recreational and leisure time activities work as hard at their play as they work at their given occupation. There is little true relief for the higher nerve centres; *because the attitude of mind towards what is being done is not at all unlike the prevailing attitude any other time.* Pent up emotions need to be let out and glands of internal secretion need to rest from constant stimulation. It simply is not enough to divert one's attention from work to golf; one must do more. The attitude also must be diverted.

This is a world packed full of situation which generate in many men and women a high degree of psychological stress. This psychological stress is characterized by fear, anxiety, worry, apprehension, jealousy, and hatred. If this state of stress persists, somatic changes take place. They may begin with a gastrointestinal upset, tachycardia, severe headaches, nausea, asthma, restlessness irritability and chronic fatigue.

Studies show that almost 50 per cent of all people seeking medical attention today are suffering from ailments brought about or made worse by such emotional factors as prolonged anxiety, worry, or fear.

The man who is the perfectionist, with great concern for detail, or the aggressive driver with a worry-some temperament, may need recreation and relaxation more than any other person in our society today. The business executive and the file clerk alike need to get away from the pressure of work. But they will not get away from it if they feel great pressure or stress while engaging in a simple sport such as fishing or in a game of cards. Only a changed attitude of mind toward the activity will relieve psychological stress. Activity must be pleasing, relaxing and serene.

The prevalence of heart disease—

coronary attacks—among persons carrying heavy responsibilities in government, industry or the professions, call for further consideration of the manner in which these persons engage in recreation. For many of these persons with demanding jobs do engage in recreation; but they do not relax—rather their tension increases because of their attitude of mind.

There are two distinct kinds of play—one is relaxing and refreshing to the body, mind and spirit: the other is nothing more than a physical-emotional workout leading to a state of increased psychological stress.

Total fitness and survival in society today is related to an environment where there is a minimum of stress, where man, exposed to more and more situations involving worry, fear or anxiety, rises to meet the threat to his welfare by developing a positive attitude towards recreation—an attitude of relaxation, divergence and ease. When physical activity is accomplished in this light it becomes most effective, not only in terms of improved functional efficiency of the organism today, but in terms of survival in the future.

In short, "It is not what you do, but the way that you do it."

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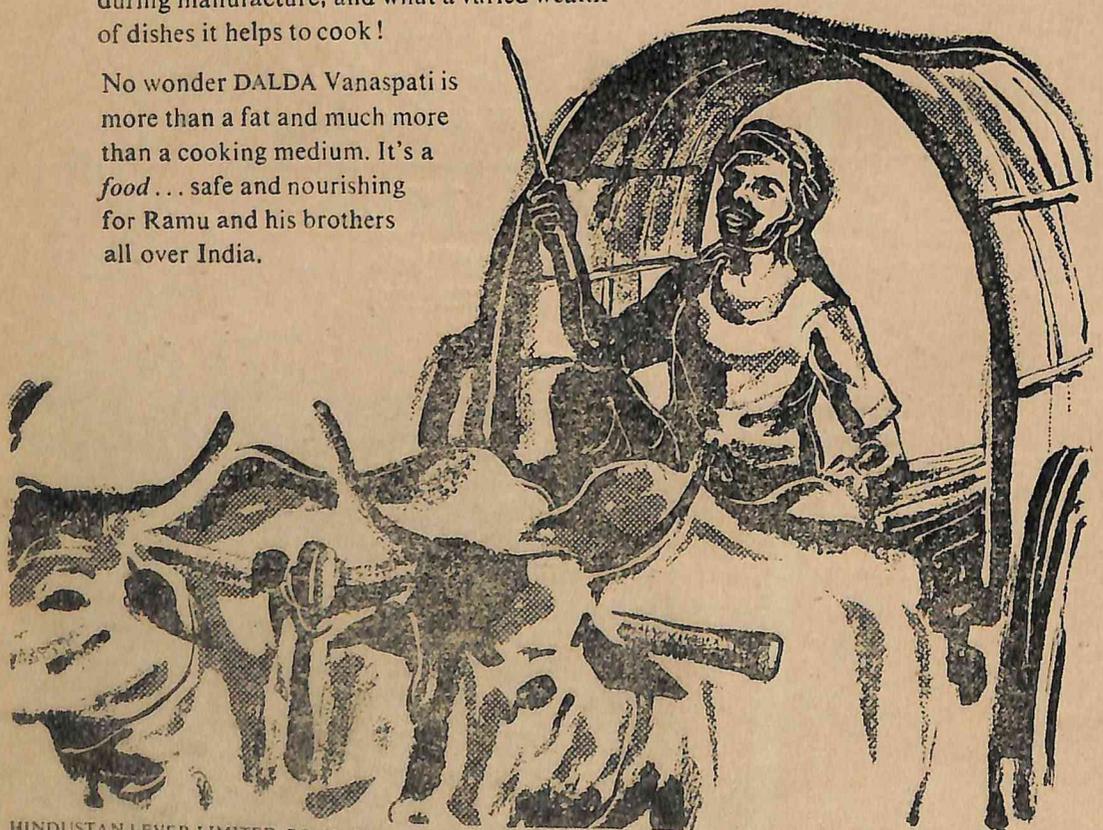
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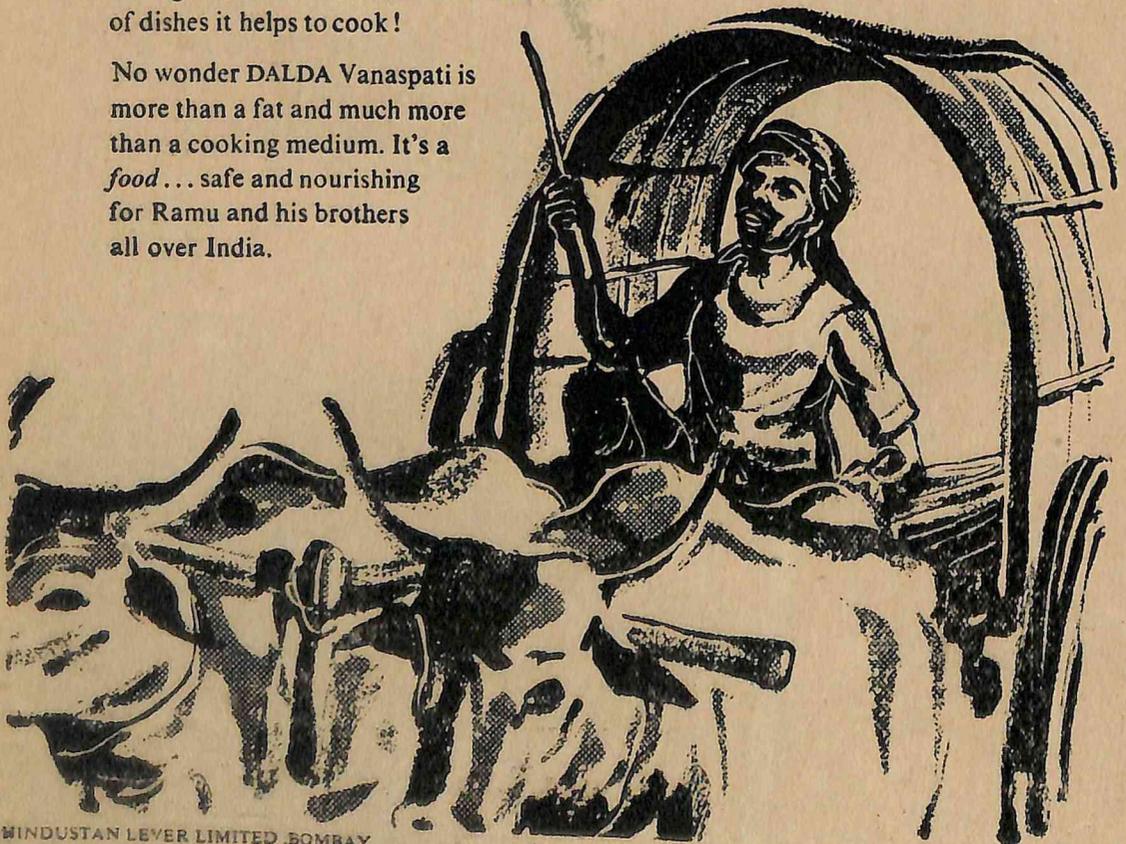
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*The Indian Adult Education Association
welcomes reproduction of articles from
Journal in all regional languages.*

Notes & Comments

THE Indian Journal of Adult Education completes with this issue twenty years of valuable service in the cause of the adult education movement in the country. Founded in 1939, that the Journal has lived through the vicissitudes of the war and the partition, is a tribute to the devotion of its founder. All along, the Journal inspired workers when hopes were dim; it tried to inform and guide when the hopes were bright and always held aloft the Cause. It faithfully reflected the ethos of the Movement and always strove to meet the needs of the workers in the field, administrators and those generally interested in adult education. It sought to provide a sense of perspective to field workers, to bring insight into the objectives of the movement and to create the pressure on public opinion for the solution of these problems.

The adult education movement today faces a set of problems which are different from the ones it faced when the Journal was founded. It is no longer necessary to persuade people on the need for adult education; it is now recognised as the sheet-anchor of developmental activities. What is necessary today is to prove that adult education is an effective instrument in transforming our people into an efficient community. It is towards this that the Journal now sets out to make a contribution.

It is in this context that the Association has decided to convert, with effect from January 1960, the Journal from a quarterly into a monthly, incorporating with it, the monthly News Bulletin, which has been in publication for ten years now. The new form of the Journal is being designed to serve as a companion to workers in conducting their day to day activities. It will endeavour to bring to workers, such information as they need to conduct study circles, discussion groups, literacy centres or recreational and cultural activities. It will strive to anticipate questions which people ask of a worker in the study circle or in the dis-

cussion group and strive to provide the answer. It will contain, information on topics of current interests, a review of development in the different aspects of our national life as also technical information on problems of the adult education workers and the administration.

In this new task that the Journal has set for itself, co-operation from field workers constitutes, the precondition for success. It seeks from the readers the support and goodwill which made it possible for the Journal to withstand all these years, the shocks and strain of different adversities.

Women's Education

AMONG the problems of our educational development one which has so far defied solution is that of women's education. Far too many factors have combined to make it almost an intractable issue and no appreciable effort has been made to project a well thought out programme of education which would meet the needs of the situation. Hitherto it would seem that not much thought was bestowed on this question and much less action taken in the matter. The failure to do this on the part of the British was perhaps only natural. But that we have been able to do so little since Independence is a matter of serious concern.

In this context the setting up of National Council for Women's Education under the Chairmanship of Shrimati Durgabai Deshmukh is indeed a revolutionary step as the Education Minister, Dr. Shrimali claimed it to be. The Council, faces a formidable task and the Chairman in her inaugural address has done well to indicate how complicated this responsibility is. Although women's education is no longer a point of debate as an issue—there would be few to contest an opinion against it—Shrimati Deshmukh has argued out the urgency of doing something about it. She pointed out in her address that while the

statistics for literacy is 36. 2% among men, it is 12% among women, and "by the end of the Second Five-Year Plan only 3% of the 12 million girls in the age group 11 to 14 would be at school." About the magnitude of task, Shrimati Durgabai said, "269 lakhs of girls in the age group 6 to 11 should be brought to school by 1965-66 as against 80 lakhs who were at school in 1956-57. That shows that enrolment should go up by 21 lakhs per year and "at the present rate it would require a century and a half for girls education to reach parity with boys education for the gap is being filled at the rate of 5 per cent in ten years."

It is evident that if women's education is to become an effective factor in our community it is not merely a question of providing for educational services ; it is just as necessary to remove the prejudices which the bulk of our population, specially in rural areas still harbours, on the question. This is where social education has a role to play and Shrimati Deshmukh has rightly emphasised the urgency of the problems of adult women's education. But this is not merely one of equipping, as Shrimati Deshmukh seems to believe, such women who have "for one reason or another become detached from the family by death, desertion or some other cause to whom the problem of earning a livelihood arises late in life". This objective, deserving as it is of utmost human sympathy, cannot yet become a perspective for framing policies of adult education among women. Such policies have to be based on a wider approach of equipping women to develop a new sense of values appropriate to the needs of the time. Only on this basis can any problem of adult education be projected which would be abiding. It would be appropriate in this context to suggest to the Council that in its effort to draw up programmes of adult education, the cooperation of bodies like the Indian Adult Education Association should be availed of so that their experience in this field could be utilised in working out appropriate programmes.

Another significant aspect of Shrimati Deshmukh's address is the approach she has suggested towards voluntary institutions engaged in educational work. She made a generous appraisal of the role of voluntary agencies in the field of education and was frank in asking

the government to revise its attitude towards these agencies. Her observations in this context deserve repetition.

"We must remember that the educational programme which the country requires cannot be undertaken by the State alone. In fact, I would make bold to say that if a sum of Rs. 17 crores out of the First Plan provision for education lapsed because State Governments could not fulfil the matching conditions, it was a situation which could have been easily avoided by giving that assistance to voluntary organisations on the same terms. Now, more than ever, and particularly in the field of girls' and women's education, the active cooperation of voluntary agencies is indispensable. In enlisting this cooperation, we have to be very clear about certain aspects. The State is not doing a favour to these organisations, but is seeking their participation in completing an important programme in a joint effort. To insist on too much matching contribution from them would not be appropriate, because for years together they have already put out their best effort, and if the state were to undertake the entire programme, it would be not only unable to do so, but it would also have to find the entire funds necessary. The approach to the voluntary institutions has therefore to be free from suspicion. Their inability to maintain and furnish accounts, or to conform to a system, is not to be attributed to dishonesty but suffered patiently and gradually improved. The method of determining the quantum of grants, and making payments in time should be made simple and easily understood, and not hedged in with irksome conditions. In fact, it is a question of an appropriate approach to the new situation in which the voluntary agency is being made use of as a new tool by the State for the implementation of its programme, and that necessarily implies some period of mutual adjustment."

This approach towards voluntary organisations is one that needs no comment for it has been the hope of all voluntary agencies whether in the field of education or of social services that the Government would adopt the attitude commended by Shrimati Deshmukh.

ORGANIZATION & ADMINISTRATION OF SOCIAL EDUCATION—Draft Working Paper of Tenth Seminar

All India or Central Level

Government Organization

- (1) At present the subject of Social Education is dealt with in the Ministry of Education. The points for discussion are :
 - (a) Whether Social Education should be in the Ministry of Education ; or
 - (b) Whether it should be in another Ministry ; if so which ? or
 - (c) Whether there should be a separate Ministry of Social Education ?
- (2) What items of work should be included in the subject "Social Education" at the Central Government level ?
 - (a) At present some of the items included are : 1. Libraries. 2. N.F.E.C., 3. Literature for Neo-Literates, 4. National Book Trust, 5. Adult Schools and night Classes, 6. Research, 7. Training of DSEOs, 8. Grants to Voluntary Organizations for Social Education, 9. Aid to schemes of State Governments, 10. Janata Colleges.

With the expansion of Social Education during the past ten years since Independence, the question of organization and administration of Social Education has assumed great importance—especially after the introduction of the Community Development Schemes. The Ministry of Community Development as well as the State Governments have tried out different organizational and administrative patterns for implementation of Social Education. It is now appropriate for us to review these various experiments and suggest a pattern of administration that would be most suitable for Social Education. This is particularly urgent in view of the fact that considerable increase is anticipated in the outlay on Social Education in the Third Five-Year Plan.

It is in this context that the Indian Adult Education Association has convened its Tenth National Seminar on "Organisation and Administration of Social Education". We reproduce below the working paper of the Seminar which will constitute the basis for discussions at the Seminar.

- (b) What other items should be included in the subject of 'Social Education'? For instance:—1. Audio-Visual Aids for Social Education? 2. A Journal on Social Education, 3. Social Welfare and Social Work, 4. Training of SEOs, 5. Home Science, 6. Youth Organization.
- (3) Certain activities of Social Education or actual implementation of the programmes of Social Education are being carried out by some other Ministries, e.g. the Ministry of Community Development implements the Social Education programme in Development blocks, the Ministry of Labour carries out activities for Workers' Education and the like.
- (a) Should the existing arrangement continue ?
- (b) Should these activities be controlled by one Ministry under the subject 'Social Education'? or
- (c) Should there be co-ordination only ? If so how ?
- (4) In accordance with the conclusion arrived at on the foregoing points and also in view of the contemplated expansion in the Third Five-Year Plan, what should be the proper and adequate organizational set up in the Ministry of Education ?
- (a) Should there be separate Officers in charge of different activities like literacy, library, literature, etc ?
- (b) In what way can greater contacts be built up with corresponding Officers and Departments of State Governments ?
- (c) What machinery or facilities are necessary for keeping Officers of Central Government in contact with what is going on in the field ?

Voluntary Organization

- (1) Should there be an autonomous body to be styled "Central Social Education Board" for the whole of India ? If so what should be its constitution and functions ? Under which Ministry of Central Government should it function ?
- (2) What should be the functions of the Indian Adult Education Association ? Should an All-India organization like IAEA take up actual field work programmes ?
- (3) What are the administrative and organizational changes necessary in the IAEA to make it an All-India body, representative of the views of voluntary organizations at the State levels.
- (4) What other voluntary organizations are necessary at the all India level ? And for what purpose or purposes ?

State Level

Governmental Organization

(1) With the exception of two States (M.P. & Bombay), Social Education is dealt with by the Directorate of Education. The points for discussion are:

(a) Whether Social Education should be in the Directorate of Education ?

(b) Whether it should be in some other Directorate? If so, which ?

(c) Whether there should be a separate directorate for Social Education exclusively.

(d) Some State Governments are dealing with Social Education in Development Department.

(e) Some State Governments are dealing with Social Education in a Department called Social Welfare Departments.

What are the implications of this from the point of view of furtherance of Social Education ?

(2) If Social Education is included in the Directorate of Education at the State level, what should be the organisational set up ?

(a) Should there be a separate Section for Social Education with Sub-sections for other activities ? or

(b) Should it be a joint directorate ?

(c) What should be the relation between the other sec-

tions of the Directorate of Education and the Social Education Section ?

(3) Which activities should be included in the subject of "Social Education" at the State Government level ?

(a) At present some of the items included are :

1. Libraries,
2. Literacy Classes and Campaigns,
3. Literature for neo-literates,
4. Editing periodicals and news sheets,
5. Production of AV Aids like posters and charts,
6. Community Listening sets,
7. Follow-up activities,
8. Recreational and cultural activities,
9. Community Centres,
10. Mobile Cinema Vans,
11. Rural Exhibitions,
12. Setting up community organizations like youth clubs, Mahila Mandals, Bhajan Mandalis and the like,
13. Training of literacy teachers,
14. Social Education Classes, and
15. Citizenship education.

(b) What other activities should be included in the subject of Social Education at the State Government level ? For instance :

1. Panchayats and Co-operation or some educational aspects of Panchayat and Co-operation work,
2. Home Science,
3. Work among women and children,
4. Tribal welfare work, and
5. Social Welfare and Social Work.

(4) At the State Government level certain activities of Social Education or actual implementation of the programme of Social Education are being carried out by some other Directorates or Departments. For example :

1. The Development Department implements the Social Education programme in C.D. Blocks;
2. Department of Women's Welfare, where it exists, carries on Social Education activities for women and children ;
3. Tribal Welfare Department carries on Social Education activities in Tribal areas ;
4. Ministry of Labour has its own programme of S. E. activities for industrial workers ;

On the basis of the experience of the working of this sort of arrangement, what measures can be suggested for co-ordination ?

- (a) Should the existing arrangements continue ?
 - (b) Should their activities be controlled by one Directorate dealing with the subject of Social Education ?
 - (c) Or should there be co-ordination only ? If so, how ?
- (5) In accordance with the conclusions arrived at on foregoing points and also in view of the

contemplated expansion in the Third-Five-Year Plan, what should be the proper and adequate organizational set-up for Social Education ?

- (a) Should there be a separate Director of Social Education or a Joint or Deputy Director along with the Director of Education ?
- (b) Should there be separate officers, in charge of different activities like
 1. Literacy Work, 2. Libraries, 3. Youth Work, 4. Production of Literature, 5. Community Listening sets, 6. AV Aids, etc.If so, what should be their status, i.e. that of Joint or Deputy Director, Assistant Directors or Special officers ;
- (c) What arrangements and facilities are necessary for keeping officers of Social Education at State level in contact with what is going on in the field ?

Voluntary Organization

- (1) Should there be an autonomous body to be styled as "State Social Education Board" for each State ? If so, what should be its constitution and functions ? Under which Directorate of State Government should it function ?
- (2) Should there be an Adult Education Association for

each State ? If so, what should be its functions and constitutions ? Should such State Associations take up actual field work programmes ?

- (3) What should be the relation of the IAEA and the State Adult Education Associations ?
- (4) What other voluntary organisations are necessary at the State level and for what purpose or purposes?

Divisional Level

Governmental Organization

Is it necessary to have Officers at Divisional level for carrying out Social Education activities? Bihar State has Divisional Social Education Officers. Should the pattern be followed by other State Governments ? If so, what should be the administrative set up at Divisional level ? And what function should it serve ?

Voluntary Organization

1. If there is a State Board of Social Education, should there be a Divisional Board of Social Education ?
2. A Divisional Adult Education Association ? What should be its relations with the State Adult Education Association and the Indian Adult Education Association ?

3. In the State of Bombay, there are Regional Social Education Committees for carrying on S.E. work in a region. What are the advantages and disadvantages of this ? Can this pattern be recommended to other States ?
4. What other voluntary organizations are necessary at the Divisional level ? And for what purpose or purposes ;

District Level

Governmental Organization

At present administration of Social Education is carried on at the district level as follows :—

- (a) In some States the District Inspector of Schools is in charge of Social Education activities.
- (b) In the State of M.P. the District Welfare Officers are in charge of Social Education along with Panchayat, Co-operation and Social Welfare work.
- (c) In other States, there is a DSEO, but he is subordinate to the District Inspector of Schools.
- (d) In some States, where there is a DSEO for the district, he is subordinate only to the Joint Deputy Director of Social Education and through the Divisional Social Education Officers. Considering the advantages and

disadvantages of each, what administrative set up is best for a district ?

2. What should be the duties and functions of a District Officer for Social Education ? Should all the Social Education Work in the C.D. Block be directly under him ?
3. In accordance with the conclusions arrived at on the foregoing points and also in view of the contemplated expansion in the Third Five-Year Plan, what should be the set up for Social Education in a district ?
 - (a) Should there be separate Officers in charge of different activities like : 1. Literacy Work, 2. Libraries, 3. Youth Work, 4. Community listening sets. If so, what should be their status ? Should they be equal in status and independent of the DSEO, or his assistants ?
 - (b) What arrangements and facilities are necessary for keeping District Officers of Social Education in contact with what is going on in the district ?
 - (c) In view of the measures of decentralization at district level introduced by some State Governments what should be the relationship between District Officers of Social Education and the Local authority for the district ?
 - (d) In what way can be achieved between the District set up

co-ordination of other Departments and that of Social Education.

Voluntary Organizations

- (1) If there is a State Board of Social Education what should be its district counterpart ?
- (2) Should there be a District Adult/Social Education Association ? What should be its relations with the State Adult Education Association ?
- (3) What other voluntary organizations are necessary at the district level, and for what purpose or purposes ?

Block Level

Governmental Organization

- (1) What should be the administrative set up for Social Education at block level ?
 - (a) Should there be a man and woman SEO as originally provided for ?
 - (b) If so, what should be the distribution of work between the two ?
 - (c) In some blocks the woman SEO has been asked to work with the Project implementation Committees of the Central Social Welfare Board. What effect will it have on Social Education work in the block ?
 - (d) Should all the activities under the comprehensive concept of Social Education be preformed by a single functionary ?

- (e) Or should the activities be bifurcated as
- (i) Formal Adult Education activities
 - (ii) Community Organization and Panchayats and be separately assigned to the Assistant District Inspector of Schools (Block Education Officer) and the Community Organizer? What are the advantages and disadvantages of the above arrangement?
- (f) Can the so-called formal Adult Education activities be performed by the Assistant D.I.S. (Block Edn. Officer) in addition to his normal education activities?
- (2) What should be the relationship between the block-personnel for Social Education and the BDO and the other members of the block team?
 - (3) Should the SEOs be called Extension Officers S.E. and Extension Officer for Women and Children's programmes as WSEO?
 - (4) What should be the relation of the Block Social Education personnel with the District Officers of Social Education.
 - (5) Should there be a multipurpose Social Education Worker at the block level, or should there be separate workers for 1. Libraries, 2. Literacy, 3. Youth work, 4. Home Science, etc.
- (6) In accordance with the conclusions arrived at in the foregoing points and also in view of the contemplated expansion in the Third Five-Year Plan, what should be the set up for Social Education in a block?
 - (7) What arrangements and facilities are necessary for keeping the block officers of Social Education in contact with what is going on in villages?
 - (8) In view of the measures of decentralization at the block level introduced by some State Governments what should be the relationship between the block officers of Social Education and the local authority for the blocks?
 - (9) In what way can co-ordination between the other extension specialists and the Social Education staff at the block level be achieved?

Voluntary Organisation

1. If there is a State Board of Social Education what should be its block counterpart?
2. Should there be a Block Adult Education Association? What should be its functions and relations with the District and State Adult Education Associations?
3. What other voluntary organisations are necessary at the block level?

Village Level

Governmental Organisation

1. Should there be a multipurpose worker at the village level, who should also carry out Social Education activities at village level ?
2. Has the provision of a multipurpose worker been successful in implementing Social Education programmes at village level?
3. Would the multipurpose worker be successful if the area of his charge is reduced ?
4. Or should there be a separate functionary for Social Education at village level? If so, what should be the area of his charge ?
5. Whether there should be full time workers or part-time workers at village level ?
6. Should carrying out all the activities of Social Education such as literacy, library, youth work, etc. be combined in one Social Education worker at village level ?
7. What arrangements are necessary at village level for carrying on work among women and children ?
8. To what department should the Gram Sevika be allotted ? Is the present arrangement satisfactory ?
9. What part-time workers are necessary at village level for Social Education work ?
10. How far can the Panchayat, the school and the Cooperatives be

utilised for carrying out Social Education work in villages ?

11. What should be the relationship between the Panchayat and the Social Education workers ?
12. In accordance with the conclusions arrived at and in view of the contemplated expansion in the Third Five-Year Plan what should be the set-up for social Education at village level ?
13. How can overlapping be prevented at village level ?

Voluntary Organisation

1. If there is a State Board of Social Education what should be its village counterpart ?
2. Is it necessary and possible to have a voluntary organisation at village level? If so, how should it be constituted ?
3. Should there be a Social Education Committee of the Panchayat for a village ? What should be its functions ?

Urban Areas

Governmental Organisation

1. Should there be a separate personnel for carrying out SE in small and large towns and cities ? If so, what should be the personnel ?
2. Or should the work in these urban areas be carried out by the normal district Social Education personnel?

Local Authorities

1. Should Social Education work in urban areas be handed over
(Continued on page 25)

THE VOLUNTARY WORKER—What he is and what he should be

Evelyn Wood

THE adjective “democratic” is today sorely abused. In India, “voluntary” gets almost as rough a ride. The concepts of “voluntary association” and “voluntary worker” are so far from being clear, that one suspects the vagueness as a convenient screen for a muddle which none wishes to have cleared up. The Concise Oxford Dictionary gives to the word voluntary this meaning :

“done, acting, able to act of one’s own free will, not constrained, purposed, intentional”.

It seems pretty clear that this dictionary usage has got to be stretched if we are to apply the adjective to an organization, whether for rural development or any other aim. The compilers of the dictionary thought of persons as capable of voluntary action ; but their list of near-equivalents doesn’t look as if they had thought of organizations as able to act voluntarily.

We have therefore got to see if we can’t find a more acceptable application of the description “voluntary” to an association of people. The individuals in any such group must be persons who are free to associate with each other. Each person may act under all sorts of compulsions for other

purposes ; but he must join and work with the group of associates known as a “voluntary organization” without any trace of pressure on him from other people.

WE MUST KNOW exactly what people mean when they talk of a “voluntary worker” or a “voluntary association” (or organization). There are so many of these “voluntary” persons and groups around modern India that the common mercenary professional finds it hard to know what they represent, and how they are controlled. The writer is a mercenary consultant in Communications. He tries hard to understand the recruitment and methods of administration, fieldwork and self-evaluation which are followed by (for instance) the Bharat Sevak Samaj, or the Akhil Bharat Serva Seva Sangh. The people who work in these organizations seem unconcerned to have efficient communications. Consequently, perhaps, it does not matter to them if other persons do not understand their aims and methods.

For the sake of us mercenaries whose work is to learn how to be more efficient in actual development, with and by—not, for—rural people, a limited attempt at definition may be

made. Let us first restrict the definition of the "voluntary" description to its application in Indian rural development. Next, let us start with the fact that organizations for rural development are composed of individuals. Some of these persons work : others sit on committees which decide policy, and frame schemes, set targets, even prescribe methods for field and desk workers. We will first have to consider the circumstances of each such person, who may consequently be say, the Chairwoman of the Central Social Welfare Board, or the *dai* who works in the villages of that Board's Welfare Extension Project.

It is fairly clear that the Chairwoman is less likely to do her job from compulsion by any other person; nor is she so likely, as the *dai*, to be forced to the job in order to eat and have clothes. So the voluntariness of the two ladies differs at any rate in degree.

Having looked at both ends of the scale of compulsions in this "voluntary" organization, next let's look at the middle group. Consider the wife of a Collector who is on a Project Implementing Committee. Why does she do the work? If it be because her husband feels it will help him in the Service, then compulsion has entered her list of motives; she is the less "voluntary" for that factor. Don't let's think about the exercise of power, use of the organization's jeep or other controversial issues.

WE MAY TEST the (probable) reasons why each person in a "voluntary organization" is working there, by

using the above dictionary definition. We shall then have a fair idea of the minds of workers in the group; and, by sampling these persons' work at different levels within it, we shall arrive at a reasonable grasp of the "voluntary" nature of the organization.

But this purist approach gets sullied as soon as we see that most of the working members are "constrained" by the fact of earning their livings by this kind of work. It is not exactly free will which makes a man take a job with the Ramakrishna Mission, or a woman with the Central Social Welfare Board's Welfare Extension Projects. They might prefer to do some other kind of work, in their chosen vocation of rural development, *if* they had the independent means which enabled them to exercise that much free will.

It has been pointed out to me by a learned correspondent that one should not mix up "voluntary" with "honorary"; and, further, that honorary service frequently carries a substantial honorarium. This seems to me to be cutting things a bit fine; or, in plain words, to be at least intellectual dishonesty. And yet this is the basis on which a great deal of both the so-called voluntary and honorary work is done in India. The honoraria or allowances paid to the worker are often greater than any salary he or she could earn in the open labour-market.

Surely, if the noble, self-sacrificial aspect of a Voluntary Agency is to be maintained, there must be a rigid attitude. Any payments which its workers receive must be rigorously

controlled. Whether these payments are allowances, honoraria, salary, wages, pay or refunds on any basis but one, they must dim the glowing aura of nobility and self-sacrifice. The only money-basis which qualifies a worker to the description "Voluntary" is when nothing but his or her exact out-of-pocket expenses, which have been incurred in and because of the work done, are refunded to him or her *and no other payment is made*.

This is too strict a definition, of course. Somehow we must allow for grades of "voluntariness"; and the money paid to the worker is not a bad measure of this quality. Someone—heaven preserve this writer from trying!—will have to work out a scale by which a person with some qualifications can draw pay (and allowances) on a lower grade than that which his or her qualifications and experience would obtain in "the open market" for skilled work. Since the market-rates for all field-work are comparatively low in India, they will automatically prevent fortune-hunters from being described by the noble term "voluntary". But the power-seekers may still be so described, if they are willing to live less comfortably for the sake of less control by bosses. This always appears to be one of the attractions of "voluntary work".

I DO NOT personally claim to qualify as a voluntary or honorary worker, even on this liberalized basis. Like most of us, I have set for myself the target of earning a reasonable income. This partly provides for all the needs of my family as we conceive them.

Our income-target will be perhaps ten times that of my secretary and his family, but we are both satisfied that our targets are the optimum amounts for us. This attitude labels me as a non-voluntary worker; instead, I am working for a restricted profit.

Search your hearts, your bank-balances and your investments, readers—and also your record of human relations. Only then can you say if you are truly selfless, voluntary workers; or, like me, mercenaries in the army of earners.

Being a mercenary, I would like some truly voluntary worker to define his terms of voluntariness much more clearly. The very word "voluntary" seems to me to have become besmirched with the mud of various misuses; I would therefore prefer it to be dropped. This may not be possible at any early date, in view of the large number of organisations operating in India under the present verbal style of "voluntary".

Let us try at the real distinctions which the members of such bodies must wish to make. Most of the people working for rural development are in the job because they need the security of government service. Others—such as the undergraduate medical men and women of Bombay State—are temporarily forced into a mock-rural service because of academic regulations, which will deny them their degree unless they go through the motions of "working in the villages." Presumably the genuine "voluntary" body wants neither of these as members.

Very likely the same arguments apply to as large a majority of workers

in urban development. When this is described as "voluntary", it frequently offers some sort of paid job to persons who are sunk in unemployment. The money paid to the worker is at rates cut down below the equivalent commercial opportunities; but the seniority and freedom in the "voluntary" job—even when official—are usually more. Anyway the responsibility is far less, which is another attraction. But we have agreed not to explore the urban development sector in this paper.

How about the paid or unpaid employee of a non-profit Agency? This latter is an unsatisfactory term since it welcomes the uncommercial character of the organization rather than the paid worker, who may be getting much more money than is warranted by his professional value. And why should the commercial workers in rural development be denied the privilege of mutual association with the employees of a non-profit Agency? Or why, for that matter, should the business concern, which restricts its profits and presents regular accounts, be denied community of action with the non-profit organization for rural development, which may not observe these social safeguards? After all, the aims of the business and the welfare-extension agency are the same. Both want to help village people to raise their standards, and so to emerge from a mediaeval into a modern world.

I STRONGLY SUGGEST that the only valid distinction which is needed is one which can demarcate government bodies for rural development from

others. Among government bodies one must include those academic bodies which are compelled by government to force students to do "village work". It seems that the persons who are really needed as their members by "voluntary" associations are the people who have taken to rural development work because they badly want to do it. The associations can then be genuine free-will organizations for the work of helping village-folk to catch up with the modern world.

It surely does not matter whether the member of such a "voluntary" organization is paid or not. In fact, it is to be preferred if he is paid something more than his out-of-pocket expenses on the job. The writer's memory is faulty, but he seems to recall that, during the 1939 war, the American Red Cross made it a rule never to employ any lady who was not paid some salary, retainer or other emolument, over and above the extra money it cost her to do the work. This seems to be an excellent, safeguarding principle. We have only to look at the Planning Commission's Evaluation report (PEO 29, April 1959) on the C.S.W.B's Welfare Extension Projects to see why this is so.

The individual motive will always remain the most important in assessing the voluntariness of an individual development worker. We men are told that every woman wants to have at least one baby. This seems to be a true generalization; but the degree of her want must vary, girl by girl. It will be the same with "voluntary" development workers.

The girl who wanted a baby may not only have the biological desire,

which is analogous to the burning sense of vocation for which we are voting as the ideal in a "voluntary worker". The prospective mother may also want to please her husband, mother-in-law or even her own parents. She may want to excel her own, contemporary girl-friends. She may want to have the feeling of protective, possessive power over a helpless human being, perhaps because she herself has been bullied or neglected. The reader will surely see the analogies here to the motives of a "voluntary" social worker, whether in development or in that fieldwork which is called "relief and rehabilitation".

The term "Private Agencies for Rural Development" is therefore more logical than "Voluntary". Those who do not wish to exclude any government servant from their Association may provide that he or she join the Association in an individual capacity. Such an Association can then change the adjective "Private" to "Personal".

An ex-colleague of the writer, Mr Mushtaq Ahmed of Jamia Millia, has been of invaluable assistance in straightening the ideas in this paper. He had also prodded the writer into clearer expression of more defined

concepts. Mr Mushtaq Ahmed's experience is precisely that of a dedicated person in an organization which pays its workers well below the market rate for their qualification. The writer would point to this organization as an ideal type of "voluntary" educational institution.

Mr Ahmed does not agree with the use of the term "Personal" to describe a voluntary organization of which government servants are members, but only in their individual capacity. This may very well be right. But suppose we have an English-educated and elderly widow in a village whose means are ample for her simple needs, so that she can devote her life to teaching literacy, since her children are all married and earning. She may be a member of the Association of Voluntary Agencies for Rural Development which was recently formed in Delhi. If AVARD were also to accept the I.C.S. Development Commissioner of a State as a member, in his personal capacity, these two "Extension workers" would be individual members with equal rights. How would AVARD appear then? Would you call it a "Private Association"—or a "Personal Association"—for Rural Development?

PROBLEM OF THE ADULT ADMINISTRATOR

Jack London

This article is part of a larger study of the public school adult education in California. Research on the study was carried on over a three-year period in various adult schools in the State, with particular focus upon adult programmes in the San Francisco Bay areas. Interviewing and participant observation were the primary method of data collection, with a research diary maintained to record interviews, observations, and informal discussions with administrators and other personnel in public school adult education.

An important objective of the author is to develop a theoretical model of the occupation of adult school administrator through continued study of the work of the administrator in adult education. While the focus of this study is upon the California scene, these findings may be relevant to an understanding of the work of the adult school administrator elsewhere.

This article, which largely addresses itself to the question "What Does the Administrator do?", is being reproduced from the Adult Education, a quarterly published by the Adult Education Association of the United States.—Ed.

TWO BROAD CATEGORIES, office management and business management characterize the major routine administrative responsibilities of the adult administrator. While many of these duties are similar to those required of the day school administrative personnel, the important difference between the levels is that the adult administrator functions largely without assistance from the district administrative staff. And the administrator is usually given the added responsibility of being in charge of the school building during the evening hours and must assign rooms to any community organizations requesting the use of school facilities.

time secretary who assists the administrator in over-the-counter counseling, answering questions on the telephone, preparing requisitions, ordering, issuing and accounting for textbooks, issuing supplies and equipment, collecting and recording fees from sale of instructional supplies, providing credential forms for the teachers and application forms for candidates for jobs. The Secretary also helps in preparation of student records, time sheets and payroll; recording sick leave and retirement benefits; preparation of forms for the district, county and state; registration of students and keeping attendance records.

The typical adult school has a full

THE MOST IMPORTANT record

keeping in the adult school concerns attendance. Students are required to sign it when they enter a class and the teacher must indicate the times of arrival and departure. Since the attendance record determines the amount that will be earned by the district from state funds, the adult administrator exerts constant pressure upon his teaching staff to keep them accurately and to turn them in to the office promptly. The survival of the adult school programme depends on these earnings, and administrators spend considerable time making certain that teachers report attendance and that the adult office transmits this information to the district central office. This is the first major responsibility that the new administrator must master.

The administrator also uses these records to evaluate the effectiveness of his teaching staff. At the end of each week, the administrator completes the record of attendance and studies the pattern in each class to determine whether any has shown a sharp drop. When this occurs, the administrator may discuss the matter with the teacher, or visit the class to see if he can detect any reason for the drop-off. He may also seek to promote the class by releasing further publicity about it. If the class has been co-sponsored by a community organization, he calls and asks it to solicit more students.

The typical adult school in California maintains a minimum attendance standard, as a basis for continuing or cancelling a class, which varies from 12 to 15 students. The rationale for this standard, usually established by the Board of Education, is to mini-

mize the cost of the adult programme to the local district by establishing the number of students required to earn a desired percentage of the cost of the programme from state aid. Some administrators however, are given the freedom to depart from this standard by balancing low attended classes with the more popular courses to enable them to operate a "balanced" curriculum.

PREPARATION OF THE budget is another major responsibility of the adult administrator. He must maintain accurate cost and income accounting records on a month-to-month basis. Since the state aid is based on average daily attendance earnings during the previous year, the administrator uses these figures to prepare his budget. After the budget is submitted to the district finance office, the administrator confers with the district finance administrator. When necessary, adjustments are made, and the budget is then submitted to the school board for final approval. Then the administrator must organize his programme according to the limitations imposed by the budget as approved by the board.

In preparing a budget, the Bureau of Adult Education suggests that it be broken down to specify the following categories :

1. Salary of principal
2. Salaries of teachers
3. Salaries of clerks (including tool keepers)
4. Office supplies
5. Instructional supplies
6. Textbooks

7. Professional Service (e.g. forum speakers)
8. Travel and convention expenses.

In addition to this classification, some school districts require, other items. While cost of equipment, maintenance, light, heat, fuel, telephone and rent may be charged to the day school budget in small districts, the larger districts typically prorate these items to the adult school, and when this occurs they, too, become part of the regular budget. Each administrator is urged to analyze his cost accounting records and setup his budget with an eye to flexibility, for programmes sometimes expand or contract unpredictably, and most districts insist that the adult administrator operate his programme within the overall established budget.

SINCE THERE IS no established pattern of courses for an adult school except the programme required by students working towards a high school diploma, the adult administrator determines what courses and other activities the adult school will offer. The task of understanding what adults want and need is extremely complex and requires that the administrator have a broad comprehension of the characteristics of the population in his community.

The administrator must be certain that no adult courses will offend any organized group in the community. Another limiting factor is that the courses must not "encourage" community problems. If, for example, a group of citizens, having attended a

class where problems of local government were discussed, were to decide that some basic changes should be instituted that would upset or offend the existing community power structure, such a course would jeopardize the entire programme. A course in sex may be offensive to some organized group which may react by attacking the entire programme of adult education. Direct threats to the security of the school must be avoided at all costs. A rule of thumb is that no class should be offered that cannot be conceived of as a legitimate educational activity.

Since the goals of adult education are very broad and offer no guideposts by which the administrator can specifically determine curriculum content, he must "play it by ear," sizing up his community, its power structure the views of important individuals, the attitudes of the superintendent and the school board, and the school's earlier experience as clues to what he can or cannot do. Essentially, expediency is a fundamental principle in developing a programme that will offend no one and be attractive to the community.

Keeping his ear in tune requires extensive involvement of the administrator in community activities, contact with key leaders, familiarity with the opinions and interests of organized groups, and, generally, constant awareness of the many interacting prejudices and proclivities in the community.

Many Administrators establish community advisory committee as a "sounding board" to test new course ideas and assist them in determining curriculum. These committees frequently are made to serve as vehicles

for gaining access to various community groups and thus gaining their support. Members of such committees are certified by the Board of Education for specified terms of office. Since the ultimate problem of the adult school is that of maintaining the goodwill of the community, the advisory committee idea has been advocated as one of the more effective ways of achieving it and assuring public support.

However, many boards have resisted their establishment because of the potential danger of interference in their own decision-making prerogatives. And sometimes such committees do attempt to intrude on the board's institutional need to maintain control over policy functions. Adult administrators continue to advocate and establish such committees, however, because adult education is a marginal programme, and they consider the benefits more than equal to the risks in using this device for formulating policies, strategies and tactics to insure survival and growth.

The adult administrator, in his effort to expand his programme with "successful course", constantly strives to secure new ideas for curriculum. But experimentation is limited by the budget. Any activities that strain the established budget are criticized by the district administrative staff, and may be vetoed entirely.

THE ADULT ADMINISTRATOR operates with a flexible system of selection of teachers. The prevailing practice is to allow the adult school administrator to choose teachers without prior approval of the central

personnel office or the assistant superintendent in charge of personnel. The approval of appointments, specially from other levels of the school system, is typically routine, following the recommendations of the administrator. This freedom to select staff is, however, not a typical practice in other areas of public school administration.

The widespread existence of this flexible selection procedure in adult education is necessary to allow the administrator freedom to appoint and dismiss teachers in accordance with the demand for particular adult education activities. It makes it possible to appoint a teacher without regard for either formal educational or professional requirements. Any individual the administrator decides will be an effective teacher can be appointed. While the appointee must secure an adult education credentials before being permitted to teach, the State Department of Education will invariably issue it on the recommendation of the administrator. Under these circumstances, the adult administrator can obtain the services of any individual in the community who qualifies to teach adults.

THIS WIDE LATITUDE in appointment power enables the administrator to seek out teachers who will be most pleasing to the adults the school serves. A banker, broker, factory foreman, engineer, local businessman, lawyer, police chief or probation officer may be solicited to teach a course in the programme. Since none of these individuals usually possess the professional education courses

required for a regular teaching credential, special arrangements make it possible for them to secure an adult education credential. Without this flexible system, the adult school would be prohibited from becoming a community-centred school.

In non-academic subjects, work experience may be substituted for educational requirements—typically two years of schooling beyond high school graduation. In academic type courses, education may be substituted for the minimum of two years of experience in the subject designated in the credential, allowing almost any combination of experience to qualify a candidate to teach in the adult school. The holder of a regular high school credential is permitted to teach adult classes without any additional certification from the State Department of Education.

Once the teacher is selected and certified by the State Department of Education, he faces the crucial test of evaluation by students. After a class is placed in the curriculum and a teacher selected to instruct it, both still face the threat of extinction implicit in the need to achieve and maintain a required enrollment level. Thus the students control the final phase of the selection process in their willingness or failure to attend a class. While the administrator may be very liberal in adding courses or appointing teachers for his programme, his decisions are always subject to the final test of student approval.

Once selections is made, training and supervision reflect the special character of "successful" teaching in adult programmes. Recruiting lay

teachers, who lack teaching experience, the administrator must "indoctrinate" them in the skills, techniques and methods of teaching. Teaching how to formulate a lesson plan or course outline, for example, is a task assumed by the administrator.

The value of this in-service training is to insure that the teacher will attract enrolment and maintain attendance. One administrator summarized the role of in-service education as a method thus: "...to add teaching skills for those not trained as teachers. To help redirect the thinking of regular teachers from a "captive" audience to a "permissive" audience. To develop a feeling of belonging to a group of teachers who seldom see each other. To develop an understanding of the total programme of adult education—philosophy, objectives, development, scope...."

THE NEED FOR in-service training also arises to "refuse the claim that we are not a "professional" group of teachers." While in-service training is an accepted practice in education, business, industry, and many other professional occupations, the continual need of the adult administrator to counteract charges of unprofessionalized teaching requires that he advance practice legitimized by use in higher status professional occupations.

An index of the great importance attached to the in-service training functions of the administrator is found in the prominence of this duty at the annual conference of the California Association of Adult Education Administrators and during the biannual

workshops co-sponsored by the Association and the Bureau of Adult Education of the State Department of Education.

Other methods recommended to provide training to "professionalize" the adult teaching staff include the individual conference, teacher institute membership in the California Council for Adult Education, local study groups among teachers such as those initiated by an administrator in the San Jose adult programme, collegiate courses, and in-service courses offered by the University Extension of the University of California. Leaders in the association constantly emphasize to administrators the need to provide opportunities for in-service training as the most effective way of developing a "professional" teaching staff.

It is, of course, expected that the administrator will supervise his teaching staff. While this is a customary responsibility of all administrators in the public schools, it has greater significance in adult education because of the nature of the teaching staff. The professional training of teachers has focused on the teaching of children, and adult administrators repeatedly point out that the day school teacher must be retrained to become competent in teaching adults.

THE LAY TEACHER, coming from business, industry, the arts, or advertising, must be assisted in organizing his course of study into an effective one. The administrator believes that while the lay teacher is competent in subject matter, he usually requires assistance in classroom management,

finding out how to gain an understanding of the needs of adult in his class, and development of course cohesiveness.

One administrator mentioned a teacher who had no need of in-service training, although strongly emphasizing that this individual was relatively exceptional: "I organized a class for training citizens for jury duty. I secured the services of one of the outstanding trial attorneys in the community. He organized his own class and held a very successful course. He was even able to persuade the judge of the superior court to preside at a mock trial as a training device and to use the courtroom for this purpose. Here was a teacher, highly competent in his own field and proficient in the art of communication who don't need any in-service training or supervision from me."

No Special Training

Other administrators, commenting on this exceptional teacher, cited similar instances where outstanding specialities in various fields such as real estate, law, politics, government, and the arts have been persuaded to teach courses in adult education and have done so without any supervision and were successful in maintaining attendance in their classes. But the consensus at the workshop meeting where this discussion took place was that the overwhelming majority of teachers—both lay and professional—require some kind of inservice training and supervision.

WHILE THE ADMINISTRATOR assumes the responsibility of supervising

ing his teachers to improve their effectiveness in teaching adults, seldom does he have the time, and in some instances the competency, to do so adequately. Since one-third of the administrators interviewed reported that they themselves had no adult teaching experience, if we accept the assumption that adult teaching is different from teaching children, we must conclude that these administrators are severely handicapped in helping their staffs improve adult teaching skill. And even if they have the competency to supervise teachers, most adult administrators are so completely immersed in—indeed submerged under—routine administrative duties, in recruiting and selecting teachers, and in community activities, that there is almost no time for supervision. With few exceptions, administrators state that they desperately need more time for supervision.

A programmatic method of determining when supervision is necessary has consequently been developed by a number of administrators. In the study of active enrollment in each class, the administrator identifies classes that have shown a drop in attendance of 10 per cent or more. Unless weather, the Wednesday night fights, or some community event can be connected with the drop, the administrator discusses the problem with the teacher. In this way, he can provide some supervisory guidance where it is most needed.

Because of the pressure of other duties, most administrators do not provide much supervision unless the class record indicates a critical need, however. An Administrator with a

teaching staff of 100 or more—as can be found in many locations—considers himself lucky to be able to carry through even on this limited kind of supervisory plan.

PROMOTION OF THE adult school and its programme is an additional critical responsibility of the adult administrator. Of his success or failure in this area hangs the survival and growth of the adult school. While some other responsibilities may be neglected with relative impunity, dereliction of duty in promotion of programme cannot.

Promotion involves interpreting the adult school to other levels of education (including the superintendents and the school board), to the community generally, and to important community organizations in particular. In other words, the adult school is compelled to define its role in the community and within the public school system and to develop a rationale for its existence.

While all institutions seek to gain greater acceptance by advancing rationales for their existence, the adult programme administrator is constantly preoccupied with this responsibility because of the marginal position of adult education. And once the rationale is developed, it must be constantly revised in terms of the changing values and fluctuating attitudes and needs of the wider society; that is, in terms of the prevailing social philosophy, perspectives and mores.

In developing a rationale for adult education, administrators formulate a

set of standards that supposedly guides its behaviour. Thus, they reduce the vulnerability of the adult school to criticism, for these standards indicate to the community that the adult school is rendering an important service to them.

ANOTHER ASPECT OF promotion is to "sell" the community on the value of enrolling in adult school activities. This may require the administrator to prepare materials describing adult school activities that can be distributed to a mailing list or sent to the library, churches, and other community organizations for distribution to patrons or members. He may write newspaper releases, including announcements and human interest stories about the adult school programme and its students. He seeks to identify community organizations which may be willing to co-sponsor some type of adult education activity and encourages them to do so.

He prepares exhibits and posters for public distribution and display. He may hold an "open house" to enable the community to see the variety of skills, techniques, and knowledges that can be gained in adult education. He attempts to interest local radio and television stations in featuring adult education among their public service programmes. He talks to organized groups in the community and gets members of the teaching staff to spread the word similarly.

The problem is to merchandize adult education in an attractive pack-

age, to make attendance at the adult school more appealing than competing activities such as movies, TV, sports, radio, and personal pastimes.

The administrator borrows techniques from the advertising specialist. He becomes something of a huckster. He convinces adults that they have urgent personal reasons for going to school, that going to school is important to them, that the benefits of attendance are more than worth the amount of time they invest. He persuades the layman that the adult programme is a bargain that he cannot afford to pass up.

"Selling" the adult programme requires skill in verbal manipulating, in use of mass media and all other communication—all within a limited budget. Here, utilizing the skills of people in the advertising and promotion fields is helpful to the administrator. Hence, he becomes a salesman to salesmen, and enlists all such assistance he can cajole, badger or bribe out of local talent.

The administrator must be concerned with promotion because it is the only way that he can make his own position more secure. Unless he can create a demand for his programme, can maximize enrollment and hence district entitlement for state funds, his budget will be pulled out from under him. He must, moreover, secure widespread and articulate support from the community with pressure on the school board to continue the programme and to provide funds for desirable expansion.

ADULT EDUCATION MOVEMENT IN INDIA—A Historical Sketch

U. N. Phadnis

A notable development in the field of education since the advent of the era of planning in 1951 is the tremendous upsurge in activities directed towards the education of adults. These activities are so varied that today almost every aspect of the adult's life, rural and urban, is being brought under the influence of education in one form or the other.

Although many of these programmes are in the pioneering stage, this upsurge is, in a sense, the logical culmination of efforts at educating adults that began nearly a hundred years ago. Lord Hardinge decided in 1844 that "even in the selection of persons to fill the lowest office.....a man who can read and write would be preferred to one who cannot." But it was not until 1854 that the company took steps to develop an educational system for the country. As such by 1860, a section of the adult population found itself greatly handicapped and to meet primarily their needs, night schools for adults began coming into vogue.

The Indian Education Commission of 1882, thus, noted the existence of night schools for adults in Madras and Bengal. In Bombay, they were found in "every division of the Presidency". The commission, indeed, reported that the demand for night

schools in Bombay had out-stripped the ability of the Department to meet it. In its recommendations, consequently, the Commission suggested that, wherever practicable, night schools should be encouraged.

In the subsequent years, however, night schools declined and the *Quinquennial Review of Progress of Education 1897-1902* reported that in Madras, the number of pupils attending such schools had dropped from 25,424 in 1896-97 to 14,212 in 1902 while in Bengal it fell from 5,408 to 2,318. This failure of the night schools appears to have been, partly, because the schools were not really meant for adults but merely primary schools run for them at nights ; partly, also their utility was restricted to a mere handful of the enterprising adults. The schools, therefore, gradually petered out of existence, wearing down in the process, the enthusiasm of the few British officials who had tried to encourage them.

Meanwhile, however, events were to create a more abiding base for adult education in the country. The national movement was growing in maturity and with the advent of Mahatma Gandhi in 1919 projecting a programme among the masses, the movement percolated down among wider sections of the common people.

Besides, a vast number of *jawans* returned home from World War I with experiences which were altogether novel. These factors acted as catalytic elements in rousing the masses to new levels of awareness. As a result, there was a spurt in adult education activities and instead of an enterprising few, a much larger mass was eager to acquire the ability to understand what was happening around them.

THE HARTOG COMMITTEE an auxiliary Committee under the Chairmanship of Sir Philip Hartog appointed by the Simon Commission to report on the growth of Education in British India, found that by 1927 there were 11,158 institutions for adult education in the country with an attendance of 289,001. Of this, the Madras Presidency led the rest with 5,601 institutions attended by 151,691 adults. Punjab followed with 3,784 institutions with 98,414 pupils. A noteworthy feature in the Punjab was that the adult schools were linked with the Cooperative movement which was also coming into stride by them. In fact, the Cooperative Department started the schools, but as soon as their success was assured, they were handed over to the Education Department. This appears to have been a happy tradition in the Punjab since an earlier period, for the *Quinquennial Review* 1912-17, mentions of a Cooperative Society which had resolved that "any member who remains illiterate at the end of two years will be turned out of the Society." The *Review* cites the instance of another society "which

had made education compulsory for the sons of its members." The Royal Commission on Agriculture which submitted its Report in 1928, specifically referred to this interlinking and pointed out that of the 98,414 adults attending classes, 58,800 were agriculturists.

But just as adult education was finding a *niche* for itself among the masses and was beginning to develop as a movement, the depression intervened and the Government cut down drastically its financial support to the movement. Moreover, the mounting distress among the people, the unrest following the Simon Commission, increased communal conflicts and the Civil Disobedience movement created an atmosphere much too distracting for any educational effort. In fact, they so overwhelmed adult education activities that by 1936, the number of institutions engaging in them dropped to 2,016 and their pupils to 62,691.

This set back, notwithstanding, adult education was widespread enough to establish itself as a need of a great number of people. The growth of the cooperative movement imparted a sense of urgency to the need. In urban areas, with the tempo of the national movement geared to a higher pitch than elsewhere, a large body of intelligentsia threw itself in the movement and acquired interest in various adult education activities. Interest in adult education developed in government circles too. Several local bodies, cooperative societies, some industrial establishments in the cities began actively associating themselves with the activities for adult education.

Besides, the experience gained

during this period was valuable and it helped in making the schools attractive enough for adults. Technical problems, of making the instruction in the skills of reading and writing less wearisome to men who had outgrown the habit of learning, were faced and to some extent, solved. Adult education, thus, was well on the way to find its moorings.

THE STRENGTH WHICH the movement had acquired since 1919, became evident in 1937, for when the popular Ministries initiated institutions for adult education, the response from the people was startling. In Bihar, for instance, the Education department appointed the Provincial Mass Literacy Committee, which launched a literacy campaign lasting from May 1938 to March 1939. The first phase of the campaign from May to September, was based on a mobilisation of voluntary resources. During these five months, on an average, about seven thousand centres functioned in Bihar. The second phase of the campaign — from September 1938 to March 1939—was supported with an assistance of Rs. 80,000. As a result of this campaign, by March 31, 1939, 450,000 adults were made literate. During the subsequent years, the campaign maintained its steady progress and by 1941-42, 1,388,149 adults were able to acquire skills enough to pass a test which consisted of "reading a simple passage, writing a few words and counting a few numbers." In Bombay, the Ministry formed a committee under the Chairmanship of Dr. Clifford Manshardt to enquire into the problem of

adult education and on its recommendation, appointed the Provincial Board for Adult Education. The Board, however, does not appear to have been successful in creating a mass enthusiasm for literacy and was later converted into an advisory body. In the Mysore State, the University Union took the initiative and organised adult education activities in Mysore City, which soon developed into a state-wide movement leading to the establishment of the Mysore State Adult Education Council. The Council till a few months ago, directed a wide range of adult education activities all over the State. During the period 1937-42, taking the country as a whole, 2,904,068 adults were made literate.

The development of the movement to these proportions stimulated an effort to solve a major problem which literacy had faced. It was relatively easy to impart literacy skills to adults, but if they were to stay literate, it was necessary to provide them with literature. This literature had to be easy to read but not conceptually so elementary as to be inane to the adults nor so sophisticated as to be beyond their imagination. Production of literature on a mass scale was, therefore, taken up during this period. Journalistic ventures too were initiated in this field. In Bihar, a Hindi fortnightly *The Raushini* (Light) was established in 1939. In Bombay, a fortnightly newsheet in Marathi, the *Saksharia Deep* (The Flame of Literacy), and the *Rahber* (The Leader) a fortnightly in Urdu, began publication in 1941. In 1942, the Mysore State Adult Education Council launched on a weekly

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Working Paper

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to Municipalities and Corporation? If so, to what extent?

2. Should such local authorities carry out the work under the guidance of the District Officers of Social Education, or directly under the Joint/Deputy Director of Social Education?
3. What should be the administrative set up under the Municipalities and the Corporations for carrying out S.E. work?

Voluntary Organisations.

1. Should the SE work in cities and towns be carried out by voluntary organisations like the

Bombay City Social Education Committee?

2. To what extent should such organisation be financed by the State Governments?
3. Whether the work of such organisations be guided by Government organisations? If so, from which level?
4. Are any other voluntary organisations necessary in the urban areas for carrying out SE work?
5. Should coordination councils be set up in big cities by the Central and the State Governments for carrying out Social Education work in big cities?

Comments . . .

THE PROBLEM OF organisation of social education is not only a problem of setting up suitable administrative machinery but a problem of differentiating the process of social education from its activities and of the ability to stimulate the process through various programmes of human development. Some administrators and field workers in social education seem to have developed an opinion that if a hierarchy of administrative set up is provided right from the village to the district, the State and the national levels, the organisational problem of social education will be solved. This indeed is in harmony with the popular belief

that if the programme of service is to be stabilised, it must carry with it a separate department with a permanent set up. This expansionistic attitude of one's influence—individual as well as departmental—is the very anti-thesis of the concept of social education. It is the endeavour of this paper to differentiate the process of social education from its traditional programme and see how organisationally and administratively the process and the programme can be stimulated in the service of the citizens.

TO BEGIN WITH the concept of social education, it needs to be re-

iterated that social education is "Education for life in society". It is an educational process stimulated in the life of every human being to enable him to acquire social values which help him to understand and to adjust to the requirements of social environment and which equips him to make his own contribution in promoting the social health of the community. This educational process begins in the mother's lap and develops into a system of values through the influence of the family, the home, the neighbourhood, the caste, the religious organisation and the community. The school, the play-ground, the work place, the economic organisation such as the cooperative, the civic organisation such as the panchayat and the informal recreational social educational activities of various organisations provide different trends to the system of values to mould it into a pattern. It is at the stage of youth that usually this system of values is tested and if found wanting, discarded or readjusted. The process of social education is thus a continuous process of influence, change and adjustment. As social life remains dynamic, this process continues to fluctuate, at the same time maintaining a common core of accepted system of social values. This does not imply that there is no place for social change or social action. In fact, the process of social education rightly stimulated provides opportunities to test the prevailing social values and change them consciously and deliberately if required in the interest of humanity.

If this is our understanding of the process of social education, it falls beyond one's reason to think of esta-

blishing a pattern of administrative hierarchy for social education. The process is to be stimulated in and through every social institution, organisation and group that an individual is surrounded by and in which he participates as a member. How can such a process be departmentalised in an administrative pattern? It is like the process of extension. In each field of human activity it is to be stimulated. The shape of stimulation may vary from field to field while the nature remains common.

This does not imply that there can be no specialised study of this process of social education or a specialised stimulation through a worker. It only implies that the social education worker should know how to stimulate the process of social education through various institutions of the family, the caste, the religious organisation, the school etc. mentioned above. He should also work through formal organisations such as the panchayat, the cooperative and the informal organisations such as the associate or the functional groups at the community centre or at the neighbourhood centre. The process of social education is to be stimulated at every level of human organisation and blended with every social activity.

TRADITIONALLY, HOWEVER, social education began with the programme of literacy and adult education. Before independence the emphasis was mainly on literacy. After independence the term social education was used to create an appropriate atmosphere in the country to awaken citizens to their duties and responsibi-

lities. The emphasis thus has to be on education for citizenship. The activities of literacy, library, reading room, discussion group, debates, symposii, educational tours etc. are adopted to promote education for citizenship. Recreational and cultural activities are found useful both to secure education and cooperative participation of the citizens in these activities and to provide education for citizenship as a by-product.

IT IS POSSIBLY in the background of these activities that consideration is given to the organisational and administrative set up for the promotion of the programme. It is understandable to chalk out an organisation pattern for adult education at different levels. It is at the same time a matter of opinion whether it is necessary to have a hierarchy of administrative set up right from the village to the Central level to promote adult education. At a time when every department considers it necessary to station its own representative at every stage and at every level for promoting development programme in the country such a desire to expand is understandable provided the motives are clearly understood.

It is in this background that the subject of the ensuing seminar organised by the Indian Adult Education Association is to be considered. Administration of social education programme like any other activities of social services creates human as well as organisational problems. Specially when the field is vast as ours the magnitude of the problem is immense. The reasons are not far to seek. The

programme to be effective has to be composite. At no single point of effort it can fulfil its objective. The programme has to be multi-facet. It has to be related to the home, the family, the neighbourhood, the school, the play-ground, the work place, the panchayat, the cooperative, the associate organisations etc. that every individual is associated with from his birth to his old age. It has also to be flexible as social needs reflected in human behaviour differ from individual to individual, group to group and community to community. It has to be dynamic as human needs and social requirements continue to change.

THE DIFFICULTIES OF organisation of such a programme are complex and of far-reaching consequences. If these are to be faced squarely we should consider the conditions that are required to provide effective administration. They are :

- (a) Clear understanding of the objective of the programme.
- (b) Thorough knowledge of the prevailing needs of the field.
- (c) Ability to balance the prevailing needs with available resources of men and money and to create new resources to meet the growing needs of the programme.
- (d) Vision to plan the programme so that the immediate needs can be met satisfactorily at the same time the way of meeting these needs remains in harmony with the final objective of the programme. In other words, ability to ward off the problems of

- emergency and exigency from becoming destructive to the very objective of the programme.
- (e) Ability to phase the programme with realistic understanding of the prevailing needs and available resources and the growing needs and limited growth in resources.
 - (f) Ability to raise resources both human and financial from the community.
 - (g) Preparation of job analysis of each functionary to be appointed under the administration and prescribing of qualification regarding each job.
 - (h) Providing of proper procedure for selection of each functionary without favouritism or nepotism.
 - (i) Allotment of responsibilities to each worker according to adequately defined job chart and the ability to see that the work load is not too heavy or too light, coverage of area not too wide so as to result in spreading the services too thinly and creating thereby dissatisfaction in the hearts of both the receiver and the giver of services.
 - (j) Planning of work for each functionary with proper explanation, guidance and support.
 - (k) Supervision of work from time to time with proper guidance, support and help.
 - (l) Organisation of in-service training and the provision of measures for maintaining efficiency of work and a high morale.

- (m) Ability to adjust the programme from time to time according to the needs and the feeling tone of the recipients of services as conveyed by the field workers.
- (n) Ability to coordinate the resources and efforts of other organisation—both voluntary and government—with the effort and resources of one's own organisation for the total integrated development of the programme.

In short, administration of social education programme like any other programme of social services is a continuous process of determining the policy and objectives of the programme, establishing organisation for providing services according to the needs of the recipients, availability of the resources and the ability of the personnel both voluntary and paid. It is necessary for the proposed Seminar to discuss these conditions of good administration as related to Social Education in details.

IT IS SAID that if these conditions of effective administration of social services are to be fulfilled, it is desirable to entrust the programme to voluntary organisations which can stimulate the interest of the people more rapidly and which can maintain flexibility in the organisation. It is a matter of opinion, however, as to the effectiveness of voluntary organisations versus government organisation. Voluntary organisations can as well be ineffective as government organisations and vice-versa. Unfortunately, the early traditions of good work developed by voluntary organisations are not effec-

tively maintained with the expansion of work. Much depends, however, on the traditions of work that have been developed. In the state of development of our country where some of the programmes of social services have been taken up by the Government on national basis it is necessary to consider the relative role of voluntary and state organisations in promoting the programme of social services. This would naturally apply also to the programme of social education.

In the set up of a democratic State the voluntary organisations for social services have specific role to play as contrast to the role to be assumed by the Government organisations. They are to act as pioneer in demonstrating the usefulness of new services and to assume the responsibilities of "watch-dogs" of democracy while giving full cooperation to the State to provide social services to every citizen according to the availability of resources of men and money. Voluntary organisations as emerged from the devotion of citizens dedicated to the welfare of the humanity are in a position to start new activities according to the needs of the people. Once the usefulness of these services is recognised and the State is in a position to take them over, they should cooperate with the State administration to provide the services on universal basis. They may, however, continue to experiment with the nature and the method of services so as to provide a new line of development. They should also run model organisations and model programmes so as to give comparative picture of services to the people and to provide a corrective to the mass programme carried out by the Government organi-

sation. They should be aware of the different trends in the services provided by the State and develop public opinion for their effective promotion. Thus the relative role of the voluntary organisations is both complementary and supplementary to the services organised by the State.

THE ROLE OF the Government organisation in a Welfare State is to assume increasing responsibilities for providing social services of education, health, hygiene, housing, recreation and cultural development etc. for all besides social welfare services for the physically, socially and emotionally handicapped population. This the State is able to fulfil according to the resources of finances and of personnel available. The growth in services is to be continuous from minimum to optimum. The resources in the last two development Plans were such as not even to provide the minimum of primary education and health services. The Third Five Year Plan hopes to reach the minimum in a selected field of services. The field of adult education has a long way to go. During last 5 years only 3% of the adult illiterates could be influenced. It is likely that in the next Plan resources may be provided to meet double or treble this number. This indeed will be a limited coverage.

Under the circumstances, both the voluntary and the State organisations have to work together hand in hand to promote resources as much as possible. The administrative pattern of Government services should not be such as to hinder the natural growth

of the programme. The contribution of the voluntary organisations should equally be not such that they completely become dependent on the Government resources in the form of grants-in-aid. It is true that under the changed circumstances the voluntary organisations are finding difficult to have their own resources and have to fall on the Government aid to a considerable extent. At the same time it is essential that the voluntary organisations remain independent both in its resources and programme to some extent so that they may not deprive themselves of their effective role in a democratic State. The balance between the voluntary and the Government organisations therefore is difficult to maintain. It requires goodwill, honesty of purpose and organisational ability on all sides. Neither the administrative hierarchy of government nor of voluntary organisations from the village to the Centre may bear the desired fruits. Certain functions may be assigned to voluntary organisations for effective execution and certain other functions will have to be assumed by the State organisations leaving full freedom to each other for effective growth. Under the recent emphasis of democratic decentralisation of development programme in rural areas the panchayat will have to assume increasing responsibilities for promoting the programme of social services in cooperation with the Cooperative and the associate organisations in the village. The technical guidance needs to be provided by the Block Extension Workers specially by the S.E.O. for the promotion of the programme of Social Education. The Block Samiti similarly will have to

assume its responsibilities for promoting social services at the level of the block. Although as yet the set up at the district level is not formulated in all the States, the natural growth of the new set up of democratic decentralisation will provide a District Samiti or a Zilla Samiti at the district level. The Directors of Panchayat, Cooperation and Education and the Development Commissioner will have to provide technical guidance at the State level in promoting the programme. Similar coordinated set up will have to be evolved at Regional and the Central levels. The programme of social education, like other programmes of social services is to be a coordinated programme of many efforts. It is in its coordinated nature that it will find its common growth. As said earlier, the coordination of efforts will have to integrate the effective role of the home, the family, the playground, the school, the work place, the Panchayat, the Cooperative and the voluntary organisations at the village level to promote citizenship education to every individual citizen. It is in this realisation that the future of social education movement can be ensured.

M. C. Nanavatty

* * *

The whole paper is based on a particular concept of Social Education. This concept is too wide and the activities in the light of this concept become so many that a single S.E.O. in my opinion, is not able to execute them efficiently.

This wide concept of Social Education is perhaps responsible for many organisational and administrative difficulties and problems of co-ordination. I

also feel that the desired success in the field of Social Education is not being achieved, perhaps, on account of this wide concept.

If the work of formation of community organisation is taken away from the field of Social Education and given a different name, the whole trend of discussion and the nature of problems confronting the Government at various levels shall change.

However, intimate may be the relation of Social Education and work of forming community organisations and making people, Panchayat and Co-operative minded, they can be given different names, different officers and different departments to deal with.

It is suggested therefore, that, if considered proper, the conference may adopt a revised definition of Social Education, so that the activities under it may be limited.

D.P. Maheshwari

* * *

A review of the achievements of Social Education in terms of objectives, under the existing type of administration might be made in the beginning, somewhat on the lines indicated below.

1. What are the objectives of Social Education ?
2. How far has the present administration of Social Education contributed to the achievements in the field of Social Education in the States and in the country as a whole ?
3. (a) If the achievements are above expectations, in what ways

should the existing administration be altered to make the achievements still better ?

- (b) If the achievements on the other hand, are below expectations, to what extent is administration responsible for this lag?
4. What would be the ideal form of administration to achieve the maximum results ?
5. Could the existing administration be modified to make it the ideal or something approaching the ideal ?

Dr. T.A. Koshy

* * *

At the outset it will be useful to redefine the scope and content of Social Education, because it is found that there is difference in the practices at various places on this matter. Particularly it is for consideration whether libraries and Audio Visual Education can be included as a part of Social Education because there is a strong tendency for these two subjects to develop as independent departments. Another point for consideration which is equally important is whether educational programmes in the field of agriculture, health, and industry and cooperation should fall within the purview of the Social Education worker or the specialist (the extension officer) in the respective subjects. If both should be integrated as is now attempted in the N.E.S. Blocks, it will be useful to consider how far it has been effective.

The following further points may be considered with advantage:

Central level—Social Education is dealt with both in the ministries of

Education and Community Development. Is there adequate coordination? Social Education in N.E.S. blocks is under dual control of both the ministries. Does this arrangement work effectively?

State level—Discussions may start with a review of existing patterns in various states.

If Social Education is to be a separate wing of Education department what should be its relation with the main department and with the Planning and Development Department which is administering Social Education in N.E.S. Blocks.

District level—The District Social Education Officers are exercising only a technical control over Social Education work in N.E.S. blocks. Is it effective? The sanctioning authority for Social Education in N.E.S. blocks is not the District Social Education Officer or even the head of the Social Education wing at State level but the District Collector. How does this plan work?

S. Raghavan

* * *

I have to make the following comments and suggestions.

1. Social Education programme must be on an uniform pattern throughout the Union of India, with necessary changes to suit local conditions.

2. Some States have shown marked progress in this field of Education, because those State Governments have recognised the importance of such education, and are prepared to allot necessary funds and make use of

grants from the Central Government, while others like the Madras Government are confining their attention only in the Block Development areas and refuse to help private agencies which have come forward to start Adult Education Centres.

3. A Central Social Education Board, is necessary to guide and help the voluntary organizations throughout India. State Social Education Boards are also necessary with a separate Directorate for the whole State. The Development Boards will never give adequate attention to Social Education even in their own restricted areas of community developments. In the District level also, a Special Officer is necessary to look after and advise social education work both in the rural and urban areas.

4. Municipalities and Corporations must have freedom to run their own Centres and entitled to Government grants for equipments and teachers' salaries.

5. The State Governments must be pulled up and given proper directions by the Central Ministry of Education to help and run Social Education Centres on proper lines throughout the State and not merely in selected areas, and to take voluntary agencies into confidence.

Shri J.L.P. Roche-Victoria.

* * *

I would like to give the following suggestions :

I. A. Along with the discussion of the points given under this, the evaluation of the present patterns should independently lead to the discussion

regarding what type of Administrative set up is desirable for the purpose.

B. Discussion on Role and importance of voluntary organisation in supplementing the programme of social education should help the gathering for evaluating existing establishment and if necessary suggest modifications.

II. A. Central organisation aimed at coordinating services of all the voluntary organisation may take up the programme of Social Education.

VII. A. The following points may be added.

(1) Should the organization at the state level also take up Social Education programme for Urban areas on par with the Social Education Programme for rural areas ?

(2) What should be the items for activities under Social Education in Urban areas ?

(3) What type of special projects be undertaken as a pilot one and for further developments ?

J.K. Motwani

* * *

1. All India or Central level

A. Governmental Organisation.

2. (a) At present no draft syllabus has been supplied by the Ministry of Education regarding "Adult Literacy" courses. The Seminar may seriously give thought to the duration of each course of Adult literacy classes and may recommend a Syllabus for Adult Literacy to be followed in each Social Education Centre.

(b) Audio-Visual Aids have been considered essential in programme of Social Education. Effective Organisation of such aids in the villages will surely help Community Organisations. At present mechanical aids, e.g. 16 mm. Projector, 35 mm. Projector, Epidiascope, Keroscope etc, are being utilised in the Social Education Centres. It is felt everywhere that visual aids like Models, Charts, etc. are really useful. Display of such medias generally attract the attention of every body as these are dimensional.

If the Ministry of Education undertakes preparation of Models suitable to the purpose then State Government may arrange these from the Centre : The Seminar may discuss this point also. These two points may be included in the draft Working paper.

Director of Education
Tripura

SOCIAL EDUCATION—Its Organization and Administration

V. Jagannadhan, *Indian Institute of Public Administration, New Delhi*

THE OBJECT OF social education is education for citizenship and for better living. Social education thus has a two fold objective namely civic and economic. The basic problem of organization and administration of social education is therefore to draw a programme which is in tune with the civic needs and economic conditions of the people. The needs and conditions of people living in different states and in different local areas of each state may be different. Therefore, a uniform mass programme of social education may not meet the requirements and may not appeal to the tastes and emotions, of people in different states and different local areas of the States. It has therefore to be recognized that a uniform programme of social education or a uniform pattern of organisation and administration may not answer the question. It may be stated in reply to the proposition that in the interests of administrative convenience for Central direction and assistance, a minimum uniform content of programme, and a fundamental pattern of organisation and administration may be considered necessary and desirable. Even though we recognise the necessity and desirability, it is necessary to point to the dangers of a strong tendency in the formulation

and administration of the programme from a Central organisation in a country like India, namely the tendency 1) of the Central organisation to regard the content of programme and pattern of administration as a rigid, inviolable minimum and 2) of the States to lose all initiative and adaptation a) partly because of indifference and inertia at the State level and b) partly because the Central Organisation may not be generous in financial and technical assistance to state programmes as against centrally sponsored programmes. It is therefore necessary to consider the relationship between the Central and State organization for the initiation and modification of the programme. If the States' and local organisations do not fit the programme and its administration to suit the emotional responses, psychological tastes, economic conditions and civic needs of the people and the area concerned the programme of social education suffers from the risk of slovenly operation.

HAVING STATED THE need for State or local initiative and adaptation, the question of its primary location may be considered. Here again it is

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Adult Education Movement

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newspaper, *Belaku* (Light) and later, in addition, a monthly, *Pustaka Prapancha* (The World of Books) which contained reviews and notices of publications for adults newly made literate. Almost all of these periodicals, continue to be published to date. At the same time, to keep a continuous flow of the vast literature that was being published, rural libraries also began to develop in many provinces and states, notably in Bihar, Assam, U.P., Mysore and Baroda.

AN EVENT OF significance in the future development of the movement was the first National Conference on Adult Education that met in Delhi in March 1938 under the Presidentship of the late Sir Shah Suleiman. The Conference, called at the initiative of the Delhi Adult Education Association, offered an opportunity for workers to exchange their experiences and define the needs of adult education in the country. Finding the necessity to evolve an integrated system of adult education for the country as a whole, the conference appointed a committee under the chairmanship of Sir Shah for the creation of an agency to co-ordinate the activities of different organisations. The Second Conference which was held in Bihar in 1939 under the chairmanship of Sir Rustam Masani accepted the recommendations of the Committee and founded the Indian Adult Education Association. Henceforward, the Association became

a forum for the workers in the field, and through its various activities helped to develop among them a deeper awareness of the role of adult education and provide leadership for the movement.

HITHERTO, THE INSTRUCTION of adults in the skills of reading and writing had been the sole purpose of adult education. With an experience extending over two decades of intensive work in different parts of the country, improved techniques had been found to make this instruction more effective. Even so, adult education workers now began to feel that it was necessary to employ and evolve new methods of communicating ideas and of influencing attitudes, if adult education was to be more meaningful in its impact on the adults' lives. The Second All India Adult Education Conference, thus, declared that literacy was only "a means to an end and adult education should explore and utilise all other means to a higher civic, moral, cultural and economic level."

When the Fifth Conference met at Rewa in 1947, it was soon after the transfer of power and adult education workers realised that, in the context of the new political situation, their work should help people "play their part worthily in the evolution of a progressive, peaceful and just democratic order." The Conference, accordingly, redefined the purpose of adult education and stated that its endeavour should be "to develop their (adults') power of initiative, judgment and integrity as citizens." To indicate this shift in emphasis from literacy to edu-

cation for "the development of the people's ability to live better", social education as a distinct concept came into existence.

THE ABILITY TO live better, however, depended on the services that were available for the community to do so. The Community Development Projects introduced in 1951 provided for some of the essential facilities to improve the quality of rural life. Since an objective of the Projects was to minimise the need for Governmental initiative in rural development, a programme of social education was included in it to develop the attitudes and the skills necessary for the rural population to participate in the implementation of the Projects. Besides literacy, recreation and cultural activities, the organisation of institutions like community centres, youth clubs and the like to bring people together and encourage community action formed part in the programme. Social education thus found what seemed to be a congenial opportunity to fulfil itself.

But as it happened, experience was to prove otherwise. Social education did not succeed to any appreciable extent in creating a base for the Projects. Its achievement during 1958-59 of having made literate just 3% of the adult population, as recorded in the latest Report of the Programmes Evaluation Organisation, does not compare favourably with the performance of social education in the past when it did not have all the facilities that it now enjoys. Nor has the programme made any headway in bearing an impact on the rural population to bring about a change in attitudes to enhance public participation.

An interesting feature of the latest Report of the Programmes Evaluation Organisation is its recommendation that "Social education should concentrate much more on literacy". This directly contradicts the findings of the First Report (1955) that if social education were to confine itself to routine activities like literacy, "it would lose its appeal sooner than its protagonists think it possible." Moreover, the latest recommendation is likely to rake up old controversies among Social Education Organisers without solving the confusion with regard to their functions which has dogged them ever since the Projects went into operation.

It seems fairly obvious that for social education to be effective in developing the requisite ability among the masses, its workers must be able to face challenging social problems—such as the attitude to caste, concepts of civic obligations and the like. These are of a nature which the worker in an officially sponsored programme would find it perilous to tackle because of their political implications. Nor are the workers equipped to do so at the moment. Moreover, in the social education programmes projected officially the functionaries rarely, if ever, are in a position to vocalise the aspirations of the people for the demands of the bureaucratic hierarchy are more pressing—and generally more promising. Under the circumstances it is necessary to find for social education an organisational structure which will have its definition and inspiration from non-official sources. The Indian Adult Education Association provides the nucleus, round which a non-official structure can be reared.

Organisation & Administration of Social Education

(Continued from page 34)

difficult to be dogmatic about entrusting the subject entirely either to the Ministry of education, community development, social welfare or labour or even a separate, specific ministry. I am not in favour of a separate specific ministry for social education because neither the nature nor the extent of the problem point to the need for a separate ministry. Social education by virtue of its nature has to be related to the various aspects of social life—civic, economic and aesthetic aspects. It cannot be wholly separated from the general liberal or technical education; but it has to pervade through them. As such there cannot be separate social educational institutions apart from the general educational institutions except a few institutions for training S.E. organisers. Social education should form part of liberal and technical education. It may, however, be pointed out that there are social education centres carrying on adult literacy activities, audio-visual education activities. But the extent of numbers of these centres and these activities is such that it does not call for the creation of a separate ministry for social education. My proposals further on for these centres and for these activities would also obviate the need for a separate ministry. A separate ministry would create far more jurisdictional problems than it would solve.

In regard to its location in any specific ministry, it may be trite but

true to locate it in the Ministry or department of Education for the simple reason that social education is an aspect of education as well as it should be part of the normal educational curriculum with probably a special emphasis and a special bias suited to each branch of education namely liberal, technical, vocational, professional etc. etc. In addition, each ministry or department interested in carrying out a special programme of social education oriented to its needs, may draw upon the experience, equipment and personnel of the Ministry or department of Education. The deputed personnel will be under the administrative control and technical guidance of the borrowing ministry or department, without losing their position or claims for promotion in the parent or lending ministry or department.

IN ORDER TO facilitate the drawing up of a programme of social education oriented to the needs and requirements and assess the manpower requirements of each ministry or department there may be constituted an inter-ministerial or inter-departmental committee at the union and state levels respectively. At both levels there may be a directorate of social education whose task would be to carry on surveys and research in the effectiveness of the methods of implementation of the programmes of each ministry or department and also to plan ways and means for meeting the problems thrown up in the course of the operation of the programmes. The surveys should specially concentrate upon the appeal of the methods and content of the programme to the

tastes and emotions of the people. The directorate may have its field personnel located at the district head quarters liable to the administrative control of the district educational authorities. Such surveys and research are of paramount importance for the success of the programme in its early stages.

At the field level, the social education programme should be entrusted to the educational institutions with the full equipmental and administrative set up. This may be in addition to the present arrangements. Each college and high school will have a wing of social education department. At present, primary school teachers are being utilized in the rural areas. But the monetary reward as well as the work output do not enthuse the teacher or administration. The Principal or the Head Master of a college or school where the Extension Departments are started will be helped by a senior officer on the secretarial matters and on the programme side, he will be assisted by teachers who undergo a special intensive course. The teachers will be assigned areas of operation, will be given conveyance allowance in addition to a monthly allowance. The months allowance must be related to his work output namely successful pupils trained. The success of the pupils will be determined by appropriate tests devised by the Directorate of Surveys and Research. Additional bonus for the followup work so as to prevent the lapse into illiteracy or on securing a promotion on the basis of his education would operate as a further incentive to keep track of the

pupils. This system will draw upon the large number of under utilized institutional facilities and personnel. The reward offered should however be such as to create a genuine enthusiasm and interest for the work. Otherwise it is bound to be shoddy and sluggish. The social education department of the college or school will be under the direct administrative supervision of the district education officer. In States, where there are divisions between the state and district, the supervision will be in the hands of the divisional educational officer. I would like to emphasize that the status given to teachers and the equipment provided in the educational institutions determines the success or otherwise of the programme. Sheer departmental administration without enlarging the assumption and area of responsibility by the institutions most appropriate for execution of the programme is the bane of the present organisational and administrative set up of the social education programme.

There may be centres or bodies in addition to the schools and colleges which may be interested in and entrusted with social education activities. It is not pleaded here that educational institutions should have the monopoly of carrying on social education. Further, the details of the work, areas for work, and rewards for work must be worked out in a rather persuasive manner with the head of educational institutions because they may be reluctant to undertake the new burdens ; but if they do so, it would release a great deal of potential reserve for the spread of social education.

The Development of Rural Communities—The Contribution of Social Sciences.

I. Chiva

During the last few years, the United Nations, Unesco and other Specialized agencies, and a large number of social scientists, have taken a more active interest in international research on rural conditions. In addition to these international efforts, considerable work has of course been done in individual countries. The Unesco asked Mr I. Chiva to analyse this somewhat heterogeneous documentation and to study certain problems more closely and from the standpoint of various disciplines so as to make them more widely known.

Certain passages of this study which is a bibliographical analysis are reproduced herein. It indicates the contribution which sociology, social and cultural anthropology, demography, geography, economic and law have made, during recent years, to the study of a series of phenomena which, while existing in nearly all the countries of the world, are found with different characteristics in different areas.

SYSTEMATIC research into the nature and origin of rural communities began in Europe about the middle of the nineteenth century. Conducted by jurists, historians and economists, it was for rather a long time marked by ontological considerations and doctrinal disputes. The quest for the origin of society, the myth of the noble savage and the belief that society was originally egalitarian stimulated wide research by such men as Olufsen, von Maurer, Maine and Fustel de Coulanges, and underlay their controversies, which centred chiefly around the question of the nature and

origin of property. Did individual ownership of land precede or follow collective ownership? Was ownership of land by the village community limited to certain ethnic groups and to the earliest phase of human society. Was it possible to conceive of a modern society based on this archaic form of economic democracy?

The historians and jurists were joined by sociologists, ethnologists and geographers. In view of the diversity of forms assumed by this social unit, scholars embarked on analyses of structure and functions

and attempted to establish typological classifications. The criteria of classification varied with the chief aspects under analysis : morphological characteristics, ethnic characteristics, duration of settlement. The geographers, working closely with the historians, were increasingly concerned with the organisation of the village as a territorial unit and place of habitation. The sociologists endeavoured to clarify the relationship between the rural social unit and the other principles of social organisation, chiefly the systems of kinship.

From these various works, spread over the second half of the nineteenth century, emerged the evolutionist view that all the groups of which mankind was composed were bound to pass through the specific stage of economic and social organisation known as the rural community.

Even though the theoretical elements of these studies have been superseded, the works provide invaluable documentary evidence which present-day students are still obliged to consult. Discussion was given a fresh impetus in the twentieth century : in France by social history and human geography; in America by cultural anthropology, and elsewhere by schools of sociology (the Rumanian, Yugoslav and other schools), which, though they had a more limited audience, were nevertheless highly individual and creative.

After having examined the constituent elements of rural community, and its principal aspects, Mr. Chiva gives a view of the problems that arise in the development of this type of social unit.

IN CONNECTION WITH man's deliberate policies affecting social life, for political, economic, or educational purposes, a number of activities and reforms have had a bearing—direct or indirect—on rural communities. This remark may be illustrated by two famous examples, mentioned earlier in the present study—the radical change in the political, legal and administrative structures of communities brought about by the French Revolution, and the chiefly economic changes caused in Russian villages, from 1917 onwards by the Socialist Revolution.

The developments that have taken place in the world over the past century have had various repercussions on rural community life. The progress of industrialization and urbanization, the revolution in communication media, the extension of a money exchange economy and the emergence of States of modern type—all these have affected a growing number of regions at an increasingly rapid rate.

Various and often contradictory phenomena have given rise in more and more rural communities to crisis of similar gravity. In some cases there is overpopulation, due to the revolution in health measures which has not been accompanied by a corresponding increase in means of production. In other there is underpopulation, due to the drift from the land to urban centres. Again, there is economic imbalance resulting from the decline of a relative self-sufficiency. Lastly, traditional structures of the community have often proved inadequate for the new social functions imposed upon them by modern civilization.

The structural decay and cultural

disintegration of villages usually go hand in hand with an age-old phenomenon which has lately come to be known as economic underdevelopment.

Systematic action for the improvement, reform and development of communities has, of course, already been advocated and sometimes carried into effect. The land reforms that have taken place in a number of countries during the past century have had through their effect on landed property, repercussions on the structure and functions of villages. Nearly all the reforming laws have affected the property and rights of communities, whether by dividing them up (establishment of the principle of individual property), transferring them to the central authority, or even protecting them against possible monopolizing by a minority. Obviously propertied communities have always felt the effects of such measures.

More recently, several countries have adopted policies of specific intervention, bearing on villages, considered in the aggregate; these activities have usually been of a technical or economic nature. The environment has been modified (by reforestation, irrigation and other programmes); attempts have been made to install new techniques by making them economically profitable through investments at the community level; and public utilities (roads, markets, power etc.) have been modernized. Countries such as France (since 1949), the Netherlands and Germany have deliberately planned a technico-economic type of community action: the creation of pilot villages intended

to be model villages. The pilot village serves as a centre for modernization, collective actualization, dissemination of new ideas; it is usually part of a wider economic zone which constitutes a support and a pattern for action [for instance, the *zones temoins* (pilot zones) in France].

For the purpose of putting new life into the village and making it a hub of economic development, local centres have been set up for action, education and planning. Sometimes, as in Italy, recourse is had to old traditions of association and mutual assistance, to which it is sought to give a modern trend.

IT HAS BEEN found that traditional village structures can either impede modernization or provide a base for operations to that end. Sometimes, as in the case of the *panchyats* of Indian villages, an attempt has been made to transform the old village council into a modern democratic body able to take all kinds of measures.

In view of the interdependence of the different aspects of village life, and of the community's character as a strongly integrated social unit, especially in civilizations with marked traditions, it is clear that any intervention must be all-embracing—that is, it must be psychological and educational as well as technological, economic or administrative.

Lastly, an international theory and programme of action have been worked out, to meet the problems involved in the accession of an increasing number of traditional societies to modern economic and political life.

In connection with the programmes of technical and economic aid to underdeveloped countries, a whole series of measures and methods have been advocated with the object of promoting a healthy, well-balanced social development through action at the local level. The term 'community development' has been defined as: 'a process designed to create conditions of economic and social progress for the whole community with its active participation and the fullest possible reliance on the community's initiative'. This action includes material improvements (housing, irrigation, agriculture) and measures in regard to health, education and the use of leisure. Parallel objectives are a better organisation of the social life of the community and the awakening among its members of an awareness of their role.

Referring to this kind of action, an economist much concerned with practical results has written: 'Few investments are as profitable as technical aid to village communities.'

Despite the diversity of situations and cultures, an effort has been made to work out the general principles and common requirements that are applicable to all forms of aid to village communities.

In every case a preliminary study is necessary, for the purpose of diagnosing the problems and assessing the needs which motivate intervention. This study may be carried out exclu-

sively by social scientists; but the active co-operation of the villagers in making the diagnosis is highly desirable.

Side by side the international and governmental action, co-operation on the part of the community and even measures taken on its own initiative are essential.

Particular attention should be paid to the organization, financing and co-ordination of measures for community development. A systematic policy of training research staff and leaders at the local level is the necessary complement of such measures. A village or group of villages, as the case may be seems to provide the ideal setting for the work of technical advisers and leaders.

Theories and policies affecting community development, in full expansion at the national level in various countries and encouraged by the activities of international organisations, have been the subject of a great deal of writing. Although social and economic considerations are predominant in this connection, there are also authors, like Gasser, who see in a bold policy of community development a means of solving some of the acutest political problems of our time.

*From material supplied by the
Education Clearing House,
Unesco, Paris.*

LITERARY MOVEMENT—Its Organisational Problem

A. R. Deshpande

WITH all the efforts, both voluntary and governmental in the past and under the present five-year plans, the problem of illiteracy in India still remains staggering. Its solution, like a mirage, appears almost within reach—just on the horizon—but moves its range onwards and ever onwards. The last census (1951) showed that of the population of 360 millions, 82 per cent are still illiterate, living mostly in the five million villages and hamlets which comprise the real India.

Compared to the size of the Indian giant of illiteracy, the efforts made so far appear insignificant. It cannot be said that all possible financial resources and manpower have been used, but on the other hand one cannot contend—considering the other pressing problems of top priority in India, such as poverty, disease and food—that literacy and adult education have not been given their due and proper share. In an economy of insufficiency, the planners have to explore every possibility of making resources go as far as possible.

The tremendous magnitude of the task, the inadequacy of finances and the shortage of well-equipped agencies to carry out the work—these have been the three factors from which the organisational and financial problems

involved in launching and running literacy campaigns in India arose.

In the first stage of pre-independence adult education (1885-1947) when there was even willingness to sacrifice the quality of elementary education, adult education could not be more than teaching the three R's. The attitude of the Imperial Central and the Provincial Governments being on the whole one of benevolent indifference, nothing more than a pittance of grants could be expected. The voluntary effort was just a trickle—a few night classes conducted in large cities by public-spirited teachers and reformers. Actual literacy campaigns on a large scale were not possible, although literacy enthusiasts prepared various schemes. But there was little government help and very little money—only unpaid workers, with a spirit of selfless service, aiming particularly at quick results.

A SHORT—LIVED PHASE of about two years began in 1937 when the Indian National Congress accepted office for the first time and formed ministries in several provinces. The Congress quit office and the effort died down in the general tumult of the

Second World War and the political struggle for independence.

This was the phase of government-sponsored and organised mass literacy campaigns. The shortcomings and problems of the first stage were removed by provincial governments taking up the major share of financing them. The organization could have been left to voluntary agencies, but except in large cities such as Bombay, Calcutta, Madras and Mysore these had scarcely developed enough to shoulder the responsibility. The solution at hand was that a government department itself should take it up. This was also justified in view of the popular opinion that unless governments put all the machinery to the task, no appreciable results were possible. Education Departments were considered to be the legitimate agency, since literacy was adult education, a facet of the general programme of education. But government financing had limits and no increase of staff was possible. The Director of Public Instruction had to organize what staff he had through his normal machinery of divisional, district and sub-Inspectors of schools, with a few supervisors on a small part-time remuneration basis. Home classes or the 'Make your home literate' campaign was a good idea for urban areas where high school and college teachers and students could come forward. In the rural areas, however organised literacy classes were unavoidable. The primary school teachers had to do the teaching as additional work without payment. Where the award of certificates of approbation was not a sufficient inducement, some provinces offered two rupees per adult made literate. The Government was

to provide the equipment for literacy classes, supervision, inspection and free supply of a journal or a weekly paper, and a small collection of books to serve the needs of follow-up of the new literates.

We find the Central Government waking up to its responsibility but its role did not go further than issuing directives. The Adult Education Committee of the Central Advisory Board of Education recommended: "While the literacy campaign is only one aspect of the adult education movement, the prevalence of illiteracy at the present time makes it the aspect to which immediate attention must be devoted."

Lack of enthusiasm among the illiterate population and irregularity of attendance at literacy classes continued to be a serious problem. Stressing the advantages of literacy and the disadvantages of illiteracy failed to attract leaders or to counteract the 'wild rumour started by wicked people'. Willing teachers of the right type were slow to come forward to work on voluntary basis. Misunderstanding of the term 'literacy' persisted. Some regarded ability to sign one's name as sufficient, while others understood it to mean teaching of the alphabet and numerals. Ability to read and write a simple message—the census definition—was insisted on by a few. To sum up, the literacy campaigns suffered on the whole from insufficient planning of literacy course and their content and inability to provide machinery to ensure a responsible standard of attainment. Follow-up work was inadequate to meet the large dangers of relapse.

AGAINST THIS BACKGROUND the third phase of literacy campaigns started, soon after attainment of independence in 1947. The lessons of past efforts were fresh in the minds of the educationists as personal experiences. There was a general consensus amongst educationists that mere literacy campaigns did not result in stable gains and relapses were very frequent.

So adult education emerged as social education. The significant change was that though literacy retained its important place, it became part of an all-round social education programme. To put it succinctly, the former concept of 'literacy with adult education' changed to 'social education with literacy'.

Through the Ministry of Education the Central Government, began to assume an important role. It assumed responsibility for substantial grants to voluntary organisations and provincial governments. The target of removal of 50 percent of illiteracy within five years was recommended to provincial governments. Co-ordination was secured through the Central Advisory Board of Education and its standing committee on social education. Conferences of provincial heads of social education were organised. Preparation of literature, audio-visual aids and other material for adult education was undertaken.

When the provincial governments began falling into line, several organisational and financial problems arose, from state level to the village level. Should there be a separate Department of Social Education? This was recommended by the Mysore seminar. There were some advantages in having

a department solely devoted to social education, but it would have lost contact with the vast network of agencies of the Education Department going down to the village. So a compromise was effected. The Education Departments were strengthened in some provinces by adding a large section to the existing machinery up to the village level, and in others by adding a few officers. The Central Provinces and Berar (Madhya Pradesh) added large and well-planned machinery to the Directorate of Education while Bombay appointed regional committees and provided staff for them.

Provincial governments then organised measures to combat illiteracy on a very large scale. They organised short term campaigns and continuous literacy classes all over the area. It was however, soon realised that liquidation of illiteracy to the extent of 50 per cent was a task far beyond their financial, administrative and personnel resources. A tendency to take short cut was natural under the stress and strain. There were a few enthusiasts who believed—and some of them still believe—that Dr. Laubach's 'each one teach one' formula could achieve the miracle, and at small cost. In Madras a campaign to obtain solemn declarations from educated persons that each one would teach one was actually started and thousands of such declarations were obtained. Results are not available, and even if they were, there is no system of checking. Madhya Pradesh also came under the spell of the formula. It went a step further and said 'each one teach two' and wanted to legislate for compulsion on students, teachers and government officials. Counsels of

wisdom prevailed in the end and no such legislation was introduced.

THE CURRENT PHASE of literacy work started with the introduction of the Community Development Programme in 1952, under the first Five-Year Plan. Lessons learnt from the immediate past were that literacy campaigns should not be too big, but in proportion to the availability of the right type of trained teacher, and that standards of attainment should be high if literacy was to be functional. A much larger and better qualified machinery was necessary, specially at the area level, to guide and supervise the work and to apply the tests in a methodical manner.

Literacy campaigns as a state-wide effort have now ceased. Instead, a campaign usually covers a block of say a hundred villages. Adult educationists are now realising that literacy is not the first step in adult education. Before that, a role for literacy in the life of the people must be created by spreading knowledge and by developing community organization.

All education being a state government responsibility, the role of the central government is limited to advice, co-ordination and financial help. It is through these that the Central Authority exerts its influence for the betterment of standards. By financing posts of district social education organisers, the central authority has now established a link between the social education organisers in the community development areas and the Education Department. In addition, it is arranging training facilities for the key personnel of social education

and encouraging research through the National Fundamental Education Centre and other voluntary organisations.

State governments have not, however, all played their part equally well. In some social education with literacy is 'a must', while in others it is only half-heartedly applied. Administrative organisation varies and is inadequate in many states. It has not yet been fully realized that the state governments have to pursue substantially uniform policies if any significant advance is to be made to banish illiteracy.

Except in very large cities like Bombay, Calcutta, Delhi and Madras, local authorities such as corporations, municipalities and district councils have not yet reached a stage where they can play a role in literacy campaigns or social education work. The Delhi Municipality's special staff for social education does however conduct regular literacy classes and organises campaigns in summer. It would be ideal to transfer responsibility for the work to local authorities when they reach that stage, but as matters stand at present, the role that each can and should play is one of sympathetic cooperation.

At the village level, the best type of organisation to use would be the gram panchayat (village council). The gram panchayats are however, still in a formative stage, and their financial position is weak. The state will have to give them all the money and equipment required. There is a school of thought which holds that in order to build up and strengthen the gram panchayats, social education work in the villages should be completely

entrusted to them. Indeed, it is true that, if a gram panchayat handles the work, many problems like attendance of illiterates at classes may be solved. Following this line, the former M.P. state combined all social education work with that of gram panchayats. Their results are yet to be assessed. It may perhaps be found later that, instead of strengthening the gram panchayats, this policy has weakened social education and literacy work.

IT IS OFTEN urged that all social education work should be entrusted to voluntary organisations. The Bombay City Social Education Committee and the Mysore Adult Education Council are indeed outstanding success. The former obtains half its finances and the latter almost its entire revenue from

the state governments. There are certain undisputed advantages. Voluntary organisations do not suffer from the red tape which so often hampers government departments. Such voluntary organisations cannot, however, be multiplied indefinitely, for the obvious reason that their growth is due to the missionary zeal of exceptional persons, and such persons cannot be found everywhere. Yet it is recognised by all educationists that the growth of voluntary organisations has to be encouraged. Wherever possible the work is gradually being entrusted to them. The role which all voluntary agencies should play is to create the necessary conditions for the success of literacy and adult education work.

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