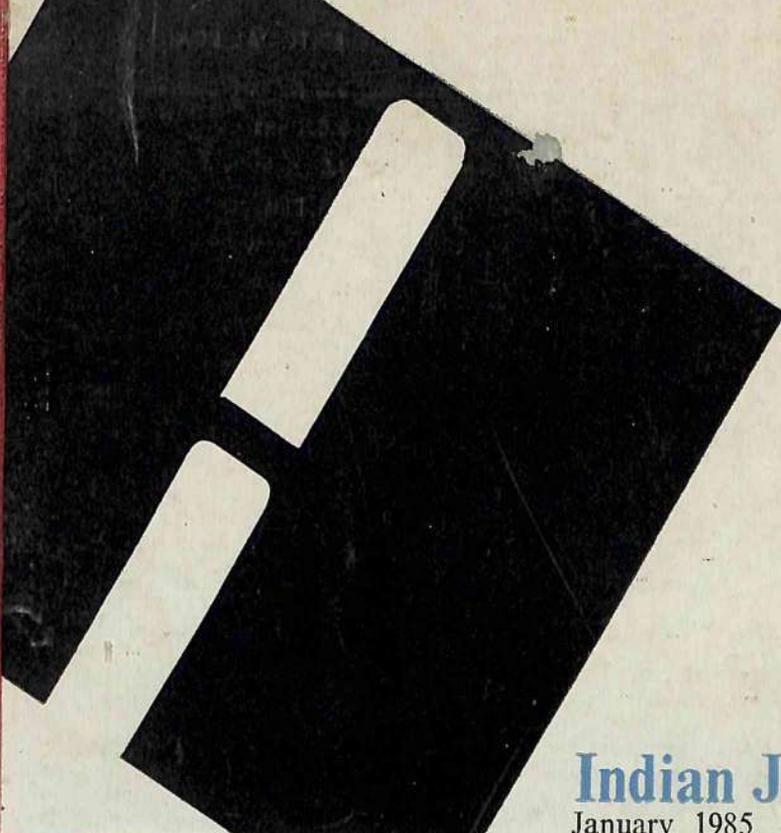


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In This Issue

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—*Sudheer E. Michigan*

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tors in the Norwegian Situation

—*Hallgjerd Brattset*



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Simplifying Paulo Freire

We have postponed for too long not only the de-mystification of Paulo Freire but also simplifying him. An article on Paulo Freire appearing elsewhere in this issue is a welcome effort at de-mystifying him. It is an attempt at understanding him by rearranging and reorganizing his thoughts so that the reader is not caught up in the abstruse and sometimes confusing terminology of Paulo Freire. As the author says his effort is not a "critique" but an "explication". The attempt is therefore all the more welcome for that reason. (A real critique is however called for in the Indian context but that is another matter).

Paulo Freire's contribution to the philosophy and practice of adult education is really unique and unparalleled in our times. His ideas although wrapped in unfamiliar and sometimes self-invented conceptual categories (all of course relevant) have a compellingly attractive character. They appeal at two levels to those concerned with adult education - it makes the task of adult education exciting because of the extraordinary challenge it involves (it is not just teaching the three R's) and it views the learner (the common man) as a centre-piece for revolutionary change.

Much has been written and discussed about Paulo Freire's ideas of conscientization. It has livened up the intellectual process of the concerned in the field of adult education particularly those who are philosophically oriented and those who see field work in adult education as a serious and radical challenge. The number of those involved in the latter it seems is infinitesimally small. This is not to suggest that conscientization as an approach and practice is not appreciated. In fact it is an active part of the articulation that takes place in seminars and conferences. The articulation about "awareness creation" as part of adult education is based on understanding and appreciation of Paulo Freire's idea of conscientization. It is difficult to say if it is used as a simpler substitute for the word.

The danger seems to be to identify conscientization as a method of adult education. It is much more than that. It is an instrument of radical change in a given society through the transformation of individuals who come into their own as assertive and organized entities. Conscientization is not so much what you do to people but what happens to people because of their own thinking and doing. It is a case of heightened self-awareness of their own potential and for change and development. It is a creative participation process which involves not only assertion but also sometimes confrontation. Confrontation is an uneasy word to use. In some countries where exploitation and oppression has taken virulent and intolerable form, confrontation may mean preparing for a bloody revolution. But in the open society that India is, confrontation arising out of conscientization process could take the form of assertive social action not only to remedy wrongs but bring basic changes so that adult education process becomes synonymous with the social and developmental change.

All this is so far from the adult education class with its part-time disinterested meagerly paid teacher. How do you make a skilled person in conscientization process? Can he do it? Is it not time to look at the reality at every level of adult education? If we do not do it, we are paying mere lip service to Paulo Freire and his idea of conscientization.

Conscientization : The Psycho-social Method of Paulo Friere

Sudheer E. Michigan

Paulo Friere's Concept of conscientization, used and advocated by people and groups of various political hues, has come to be mystified considerably. The present article while giving an explication of the concept attempts to 'demystify' it.

ANY coherent presentation of Paulo Freire's concept of conscientization is rendered difficult because of various reasons. Firstly, the process is not easily quantifiable ; secondly, its use in India has been limited ; finally, the very nature of Freire's writing causes a little confusion. His concept has not been developed sequentially but is distributed in numerous articles and his two major books. This paper is not so much a critique as an explication. The concept has professedly been used and advocated by people and groups of various political hues and has been mystified considerably. Therefore, an attempt at 'demystification' of conscientization at this juncture would not be out of place.

The Foundation

The concept is rooted in social context of colonialism and domination. The spectre of colonialism has yet to be exorcised from many Third World countries. While its more blatant forms have been removed, its subtler forms still persist in the relations of the developed countries with the 'underdeveloped' or 'developing' countries at a global scale, and of the elites with the masses at the national level¹. According to Freire, colonization and oppression have not only structural varifications but also psychological (see section entitled 'Evolution of Human Consciousness'). The philosophical found-

ation of conscientization is highly eclectic, drawing upon the Maoist concept of contradictions, the Marxian analysis of alienation, and Freire's Christian beliefs.

In the early 1960's, Freire began to experiment with new forms of literacy training. He felt that conventional literacy programmes fail because: firstly, they tend to treat adults as children; secondly, the primers draw upon situation of poverty as perceived by the middle class writers of these primers and the learners were not involved in their formulation; thirdly, Freire noted that the paternalistic setting, where the teacher bestows knowledge upon the ignorant pupil, tended to make education only one more manifestation of existing social contradictions; finally, he began to question the very purpose of literacy training—was it to adapt people to social structural disparities, or to help them develop a critical consciousness which would transform dehumanising structures?

Aspects of Conscientization

Being discontent with conventional literacy training and influenced by various social thinkers, Freire developed his concept of literacy training as an alternative. An important aspect of his concept was its political perspective. The illiterates were to learn literacy through the medium of topics that concerned their everyday life. For the impoverished and rural proletariat, this was, largely, an experience of deprivation, exploitation and oppression. The educational purpose was to combine 'alphabetization' with inculcating an awareness of the facts and causes of oppression. His method, therefore, was essentially one of political education, more precisely, of education for political activity.

From a purely pedagogical point of view, the method has shown itself to be

very successful: demonstrating that an average adult can be taught literacy in about six weeks. The clue to its success is in the motivation. People learning to read and write around topics that relate directly to themselves do so more easily than if the texts were unrelated to their lives. The learning process is further stimulated if the results are directly related to actions desired by the learner—in this case, to political action designed to alleviate their condition. Thus, as Sanders remarks, "Literacy training can become revolutionary."²

Culture of Silence At the level of individual psychology, the culture of silence involves a consciousness which is apathetic and fatalistic. It recedes from any corrective action, since the situation is perceived as being beyond man's control and therefore, not his creation. Man loses his capacity to objectify reality (to 'ad-mire') and transform it. He becomes an object of history and his true ontological vocation to transform the world is stifled. The 'world' to which he relates is a static and closed order, a *given* reality which he must accept and to which he must adapt. Man's unique capacity for *praxis* is denied. Thus, in the culture of silence, man becomes a static entity, he *is*, and is not a dynamic entity reacting dialectically with reality and with other men.

At the structural level, the culture of silence is a socio-cultural structure in which people are 'beings-for-others', objects to be manipulated by the dominators. Freire writes, "When we recognize the existence of a *structure of domination*, we are obliged to recognize also the existence of two poles in antagonistic relations."³ The metropolitan city controls and directs, projects its objectives and ideas upon the satellite society which introjects and internalises them.

The closed society is, according to Freire,

"...characterised by rigid, hierarchical structure, by the lack of internal markets, since their economy is controlled from the outside; by the exportation of raw materials and the importation of manufactured goods without a say in either process; by a precarious and selective educational system whose schools are an instrument of maintaining status quo; by a high percentage of infant mortality, by malnutrition, often with irreparable effects on mental faculties; by a low life expectancy and by a high rate of crime."⁴

The power elites within the satellite society, "silent in the face of the metropolis, silence their own people in turn."⁵

It is in this context that literacy plays a vital role. Literacy is not merely being able to read and write, it implies the objectification and consequent transformation of the world. The articulated word expresses the man-world dialectic. It also unifies action and reflection. Therefore, the articulation of the word is *praxis*. Thus, literacy training is an important activity not only in political terms, but also in establishing the ontological vocation of man. It is part of the revolution that goes beyond political transformation and points to man as the subject of history.

Education as Non-neutral "Neutral education cannot, in fact, exist", reiterates Freire in most of his works.⁶ Education can either mould individuals into social structures or it can create critical individuals who interact dialectically and dynamically with the world and with other men. Firstly, education as the superstructure functions as an instrument to maintain and safeguard the economic and political infrastructure which underlies social relations. Secondly,

the educational system does not produce a social structure but, on the contrary, it is a response to the social structure or order.

Education can either be supportive of a particular social order (domesticating) or be conducive to its transformation (liberating). Everett Reimer believes that, "While education for freedom will make men aware of their fatalistic postures towards reality (by) unveiling reality,... education for domestication insists on keeping men alienated. Because of this, the first is a humanistic action, and the second is action for domestication."⁷ The choice would reflect the ruling ideology of society. The two categories are, according to Freire, mutually exclusive.⁸

In its role as a selective agent, systematic education gives social stratification a semblance of impartiality by implying that success and failure depend solely on education and, by extension, upon the intelligence and efforts of the individual. It rests upon what has been called the Myth of Original Stupidity – people are stupid until teachers make them smart. This leads to the 'absolutizing of ignorance', the illiterates lack consciousness and the teacher has it. Education becomes the transfer of and not the quest for knowledge.

"The educator is one who thinks, who says his word, who knows; the educatee has the illusion that he is thinking, through the thinking of the educator; he has the illusion that he is saying his word, in repeating what the educator says; he has the illusion that he knows because the educator knows."⁹

This 'anaesthetization' of dialectical thought is based upon a focalist rather than a totalizing perception of reality. It implies a static reality, denying its temporality and also clouds the dialectical re-

Schematic Representation of the Contrast between Education for Liberation and Education for Domestication

Domestication	Liberation
Banking concept, 'absolutizing of ignorance' leading to psychological dependence.	Problem-posing, based on praxis; creation of critical consciousness leading to creation of history.
<i>Objectives</i>	
Alienation ; adaption and viewing men as objects of history.	Liberation ; creative and viewing men as subjects of history.
<i>Relationships</i>	
Vertical and formal. Teacher knows and the pupil does not know.	Horizontal. Teacher and learner are united in research and in creative action.
<i>Mode of Social Control</i>	
Conformity. Creative power is channelized ; critical power is minimized and credulity is heightened. <i>Domestication</i> by mythologization of reality.	Stimuli to creativity as the consequence of the development of critical consciousness. <i>Liberating</i> process based upon the demythologization of reality.
<i>Result</i>	
Oppression and dehumanization	Liberation and humanization.
<i>Concept of Man</i>	
Man in the World ; man as the spectator of history; man as the possessor of consciousness.	Man interacting with the world ; man constantly creating history ; man as a conscious being in the process of becoming, and capable of dynamic action because of critical consciousness.

relationship between man and the world. (see schematic representation of the contrast between the two concepts of education.)

Conscientization : Utopian Praxis and Historical Commitment Freire states that conscientization involves utopian attitude. This does not mean unrealistic idealism because, for Freire, the utopian action is one which necessarily involves announcing and denouncing. The reality being denounced is the dehumanizing situation wherein men are denied the fruition of their potential. Since this act of denunciation requires a deep and critical understanding of the situation, denunciation cannot be an escape from reality. Similarly, annunciation requires a parallel engagement with reality. It requires a recognition of the true nature and potentialities of man. This implies

a 'prophetic nature'. The prophetic role does not require prediction only, but also a correct understanding of the contemporary situation, the recognition of dehumanization and the courage to denounce it. It is in the nature of prophecy to announce and denounce.

But denunciation and annunciation do not encompass conscientization. Discovery of one's oppression is the beginning of the process of liberation which culminates in 'historical engagement'. The announcement is the pre-project and the person's involvement sustained by his 'historical commitment' concretizes the pre-project into an accomplishment.

"There cannot be a conscientizacao without a commitment with history... It implies that men take the role of agents, makers and remakers of the world ; it demands that men create

their existence with the elements that life offers them."¹⁰

Conscientization makes men aware of their vocation as the creators of history, and helps them act in concert with each other.

Evolution of Human Consciousness

The most under-developed form of consciousness is the *intransitive consciousness*. It refers to human activity at the strictly biological level. There is no evidence of the temporality which is the major characteristic of man. Time is oppressively one-dimensional and consequently, the person lacks historical consciousness, and "simply endures through a succession of instants, at any one of which (his) past and his future are external to the present."¹¹ There is no comprehension of the causal relationship in nature and society.

The *semi-intransitive consciousness* sees itself as being divorced from socio-cultural reality, and instead of systematically analysing causal relationships, it sees itself as free to understand facts as it thinks convenient. "Lacking structural perception, men attribute the source of such facts and situations in their lives either to some super-reality or to something within themselves; in either case to something outside objective reality."¹² Freire attributes three major characteristics to the semi-intransitive consciousness. Firstly, it is fatalistic and resigned to a dehumanizing reality.¹³ The second characteristic is the self-depreciation whereby men believe the myth which projects them as lazy and unproductive.¹⁴ The final characteristic is emotional dependence: "For the oppressed, at a certain point in their existential experience, to be not to resemble the oppressor, but to be under him, to depend on him."¹⁵

The next stage is the *popular con-*

sciousness or the *naive transitive stage of awareness*. As social awareness develops, the oppressed realize facts they were previously ignorant of. They begin to grow anxious for freedom, and the oppressor, anxious to maintain status quo, allows superficial changes designed to act as a safety valve for the discontent, to prevent any major structural transformation. But, paradoxically, the rate of development of critical consciousness is accelerated by these concessions. Thus, this type of consciousness can most easily lead to the maximum level of critical consciousness.

The final stage is the *critical consciousness* which is the goal of the process of conscientization. Critical consciousness constantly develops and "desires to go beyond the deceptive appearances, to seek the *raison d'être* of facts, and the relation between different facts, within the totality of which they are a part."¹⁶ The critically conscious man is the totally self-conscious man as envisaged by Karl Marx¹⁷. It implies the existence of historical commitment and of utopian praxis. It is the culmination of human potentialities as embodied in Freire's concept of Radical Man.¹⁸ Briefly, radicalization implies self-determination, positive and communicative. The radical man is convinced of his choice but does not force others to accept it. But he feels responsible for his vocation to resist and oppose dehumanization. He is the subject of history, acting in unison with other men, "to hasten the transformation of his situation, and his effectiveness in this regard is in properly to develop his critical consciousness."¹⁹

Dialectics of Structural and Psychological Change One of the most crucial dilemmas in conscientization is the thin line that divides structural or political transformation and the development of consciousness. The former appeals to

non-theoretical activists and the latter to populist reformers. There is either a radicalisation of domestication or a domestication of radicalism.

Paulo Freire's notions about structural change are very different from that of Karl Marx. In this connection, two statements made by Marx are important: firstly, Marx writes, "It is not the consciousness of men that determines their being, but, on the contrary, their social being that determines their consciousness;"²⁰ secondly, Marx believes, "With the change in the...foundation, the immense superstructure is more or less rapidly transformed."²¹ The emphasis is obvious, but to entirely deny the role of human consciousness in social change is an exaggeration of Marx. James Miller remarks, "Where Marx and Engels had portrayed history as the result of collective activity of real individuals, 'orthodox Marxists (Plekhanov, Labriola, et al.) depicted an automatic history which implies the passivity of individuals'"²². The 'orthodox Marxists' obscure the origin of social reality, which is, in Freire's opinion, a creation of man, albeit "with the elements that life offers them." Marx noted in his *The Holy Family*, "If conditions make the human being, we ought to make the conditions human". And conscientization intends to help man to do precisely this.

On the other extreme are many behavioural scientists who veer into psychologies which impute the creation of social conditions totally to individual consciousness. The reason for poverty are the poor, or their psychological make-up. The effect is confused with the cause. This Calvinistic notion of the individual being responsible for his condition shifts the focus from the context to the individual, and remedial action would have to be taken at the individual level. Since

the cause for the situation is seen as being the individual, the assistance of another person, presumably more objective, is necessitated. Freire is opposed to this individualistic understanding of social change. He insists that man is a *zoon politicon*, a being-of-relationships. He states that the view which is excessively objective assumes a world without men, and the subjective one assumes men without the world.²³

The process of conscientization encompasses a dialectic of the structural and the psychological processes, just as it is based on the dialectic of action and reflection. This dialectic can be expressed thus:

	Reflection	Action
Structural level	Ideology	Transformation
Psychological level	Social identity	Behavioural change

The four dimensions emerge out of the combination and dialectic of the two levels of critical concern (structural and psychological). They also encompass action and reflection at both levels.

Ideology refers to the presence of critical social awareness. By itself it does not constitute conscientization because, "To recognize one's oppression is the beginning of the process of liberation."²⁴ A distortion which stresses only this aspect to the neglect of the other three is mere indoctrination. *Transformation* of structures occurs when critical knowledge motivates social action. This contributes to further development of ideology in a cyclical fashion. As Engels writes, "The more they (human beings) make their history themselves, consciously, the less becomes the influence of unforeseen

effects."²⁵ But when structural action edges out reflection, the result is "pure activism". This is so because "...action will constitute authentic praxis only if its consequence becomes the object of critical reflection"²⁶. When the individual, because of his social action becomes conscious of his historical role and becomes "self-conscious", to use Marx's term²⁷ the result is *social identification*. But individualistic meditation or solipsism occurs when the concentration is solely on this aspect, divorced from the social context. It is obvious that this approach would be most convenient to apologists of dehumanization. When man becomes aware of his own humanness, a *behavioural change* occurs which qualitatively alters his social functioning and interaction. But action merely to change behaviour without taking structural issues into account becomes 'psychologism'.

Educational programmes can be identified as being more academic (reflective rather than active); as being more person-oriented (psychological rather than structural); or as more ideologically oriented (predetermined in structural action and analysis). This points to an ongoing debate about the starting point of a conscientization process aimed at social change: Is it the society or the individual? All the orientations mentioned above run the risk of distorting the conscientization process. The important thing is that collectively these dimensions form part of a much broader process. And in this, the conscientization of people has a vital role to play, in that it encapsulates all the aspects of the person's education so as to make him a more full human being.

Conscientization is the only way that will lead men to be critically involved in their socio-economic context and thus, in collective action that transforms that context. The process will lead to a better

understanding of the relations and contradictions existing not only in society, in the political spheres, but also to a better understanding of the politics of the classroom. As Everett Reimer writes: "An educated person understands his world well enough to deal with it effectively. Such men, if they existed in sufficient numbers would not leave the absurdities of the present world unchanged."

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(Contd. on page 20)

Training Needs of Adult Educators in the Norwegian Situation

Hallgjerd Brattset

Whether or not adult educators need professional training would to a large extent be determined by the concept and status of adult education in a country. The issue has, especially in the past, been a controversial one in Norway—a country where adult education is being governed by an Act since 1977. The training of adult educators, the author feels, is of great importance for the qualitative development of adult education. Giving briefly the adult education scene in Norway, the paper discusses the training needs of workers in adult education in relation to the adult education policy in the country.

TO understand Norwegian adult education it is essential to realise that its origin, and hence history, is closely linked with popular movements dating back to the last century. These movements and voluntary organisations are inseparable concepts. In fact, the history of the voluntary organisations active in the field, is the history of adult education in Norway until the 1960's.

The aims of the voluntary organisations were to promote changes in society, according to their values, and adult education could be described to be instrumental to reach their goals, and the study circle their tool to do so. Consequently, the study circle tradition has strongly influenced the development of adult education in Norway. This applies to provisions, the educational approach and the requirements for qualifications of adult educators—the latter a term hardly used in Norway.

The principle of the circle leader being *primus inter pares*—a first among equals—has to some extent permeated thinking within adult education. For that reason, the question of professional training of adult educators has, especially in the past, been controversial.

The development leading up to the Act of Adult Education (1976) was also highly influenced by the voluntary organisations. In fact, they were the most

ardent spokesmen for a law. Among the new partners in adult education from late 50's and early 60's were the school authorities, manpower authorities and the organisations of the world of work.

The concept of adult education had thus become more comprehensive, and the authorities accepted responsibility for the development of adult education as part of the educational system. Storting Proposition No. 92 (1964-65) on Adult Training, approved by our Parliament in 1965, served as a documentation of Government policy in the field of adult education during the period 1965-76. Two principles of utmost importance were emphasised in the proposition: adult education should be on an equal footing with basic/general education for children and young people, and the definition of adult education comprised vocational as well as liberal general education. The intentions of proposing an act of adult education were announced, and the needs for research and training for adult education were mentioned.

Among the more immediate results of the proposition were: A special department for adult education was established in the Ministry of Church and Education, the first State Council of Adult Education (advisory to the Ministry) was appointed, reforms in the examination systems of primary and secondary education made it easier for adults to achieve formal qualifications at these levels, and public grants towards provisions increased.

This resulted in increased recruitment to adult education within all sectors, but the voluntary organisations still maintained a strong position among the providers. A new trend was that the organisations extended their activities to include examination courses, and also aimed part of their activities at the general public,

and not only at members, which on the whole had been the case previously. A committee to work out a proposal for an act of adult education was appointed in 1970, the Ministry's proposition presented to the Storting (Parliament) in 1975, became law in 1976, operative from 1977.

Government policy in the period 1965-76 was not, however, limited to establishing a legal basis for adult education. Two more proposals of importance to the qualitative work in the field were presented to, and approved by the Storting. They were proposals to establish two national institutions, funded directly by the Ministry of Church and Education:

- The Norwegian Institute of Adult Education (established 1976).
- The Norwegian State Institution for Distance Education (established 1977).

The former is concerned with research, documentation and information, while the latter is a providing body, cooperating with other partners in the field.

We have some 5 years' experience of the Act of Adult Education now. Naturally, it is still a little early to assess the effects of the law. One complicating factor in evaluating its consequences is also that the economic situation has changed very much in the years after it became operative, and adverse to the expectations at the time.

Provisions for and recruitment to adult education increased steadily before the Act became operative, and increased recruitment did also characterise the development in the first years of its existence. This was very much due to improved economic conditions within all sectors, partly because providers had prepared in advance, partly because it now paid to register various provisions for which public grants had not been applied for earlier. At present there is

reason to believe that this trend is about to change. The Norwegian Association of Adult Education Organizations' statistics of the spring term 1982 show that recruitment to the activities of their member organisations has decreased. Compared to last year, a decrease of 10 per cent (100,000 circle members) is expected.

The most comprehensive project undertaken by the Norwegian Institute of Adult Education (NVI) is on the effects of the Act. I shall only briefly mention a few principles laid down in the law, principles which may help to understand the present policy and organisation of adult education in this country.

The existence of the Act itself is of great importance, as legislation represents a recognition of the field, and puts adult education on an equal footing with other parts of the educational system. However, adult education is not only governed by this Act; it is also regulated by several other educational acts. The aims of the Act to contribute to equality in access to education has an extension in regulations giving priority to special groups, i.e., disadvantaged adults. This represented a new policy, along with the regulation that basic education at all levels shall be financed completely by the authorities.

Decisions on provisions are, however,

Adult Education in Norway

Norwegian Adult Education is governed by the Act of Adult Education, 1976, operative from 1977.

The responsibility for providing adult education is mainly divided between the following:

- Voluntary organisations
- School authorities
- Manpower-authorities and the organisations of the working life.

THE ACT OF ADULT EDUCATION

Aim and Scope

Objectives

"The purpose of adult education is to help the individual to attain a more meaningful life. This Act shall contribute to providing adults equality in access to knowledge, insight and skills which will promote the individuals' endeavours to find their own values and help in their

personal development, and thus strengthen the basis for independent achievement and cooperation with others in work and community life."

This Act applies to :

1. Study work (circle studies) in voluntary organisations and institutions entitled to state grants.
2. Basic education at primary and secondary school level, organised especially for adults.
3. Alternatives to basic education for adults at all levels.
4. Further education and short courses (not forming part of basic education) in secondary schools and institutions of higher education.
5. Short-term courses for adults in Folk High Schools.
6. Vocational training for adults, as part of the labour market policy.

left to the appropriate governing bodies within adult education. From this it follows that the Act does not establish a right to adult education, and that needs for provisions are assessed regionally or locally. Contributions towards provisions from counties and municipalities vary, since the Act does not give rules for their provisions, but only for contributions from the State. This also applies to basic education for adults because the distribution of costs is the same as for similar education of children and young people (distribution between State, county and municipality). This means that basic education, only will be provided, completely financed by the authori-

ties, according to the regulations, if the regional or local governing body decides that there is a need for it. Their decision may very well be influenced by their financial situation. There is evidence that densely populated municipalities, with well educated inhabitants and with good financial and administrative resources have more provisions in adult education than less prosperous ones.

To round up this review I mention that the Ministry of Church and Education presented a report on the effects of the Act to the Storting in 1981, with suggestions for follow-up work in the coming years. Of special interest to us

7. Training given in or in connection with a company.
8. Other provision for adults, assessed in each individual case.

Governing bodies

The Ministry of Church and Education Department of Adult Education has the overall responsibility for the development of adult education in the country, and shall supervise and control the activities within the scope of the Act. To assist the ministry, in an advisory capacity, The State Council of Adult Education is appointed.

The County Board of Cultural Affairs—or School—is responsible for the development of adult education within the county.

The County School Board is the governing body for basic education and further education of adults in institutions at secondary school level.

The Regional College Board is the governing body for basic education for adults and further education in institutions belonging to the regional college system (Teachers' Training Colleges,

Regional Colleges, etc.)

The Local Board for Cultural Affairs is responsible for the development of adult education within the municipality.

The Local School Board is the governing body for basic education for adults at primary school level.

The Regular Governing Bodies of Universities and Academic Colleges have the responsibility for alternative basic education and further education for adults in their institutions.

Finance

The Act gives only rules for the financial contribution towards provision from the State. From this it follows that contributions from counties and municipalities vary, cp the description of governing bodies above. Basic adult education for adults at all levels should be financed completely by the public authorities, with the same distribution of costs between state, county and municipality as for similar education for children and young people.

This means, however, that basic edu-

is that the training of adult educators is mentioned as one of the priorities. However, after the change of government in 1981, the present government has announced its intentions to prepare a new report, which will present guidelines for future policy in the field. Judging from our experience of the Finance Bill last year, and later statements from the Minister, we expect that economic conditions will still be restrained, that priority will be given to basic adult education and disadvantaged groups, and also, that the regulations for financing the circle studies in the voluntary organisations may be changed.

When we now turn to what is our

main interest in this conference—the training needs and training opportunities of adult educators, you will have understood from my introductory remarks that we cannot claim a similar development in this field, compared to the general development described above. As a matter of fact there was much more interest for training of workers in adult education in the 60's than in the 70's. Disappointing as this may be, it is only right to point out that efforts in this period had to be concentrated on securing the position of adult education, legally and financially. Having achieved this to a certain extent, it is only natural that we now find an increasing interest

education only will be provided, completely financed by the authorities, according to the regulations, if the regional or local governing body decides that there is a need for it. Their decision may very well be influenced by their financial situation.

For most other types of adult education there is a public grant of 80% of the approved costs. For that reason participants' fees are a regular contribution towards the budget. This applies to the following provisions: further education in secondary schools and institutions of higher education, circle studies in voluntary organisations, short courses for adults in Folk High Schools and courses provided by industry and by the national associations of industry.

Most of the subsidies are granted from the budget for adult education controlled by the Ministry of Church and Education.

Vocational courses for adults, as part of the labour market policy, are however, financed by the Ministry for Work and Municipal Affairs.

Further education and alternative

basic education at higher levels are financed from the universities' budget (Ministry of Church and Education).

Special grants are given to provisions for groups given priority in the Act. Since the Act came into effect, there has been a marked, but still somewhat limited, increase of state grants earmarked for adult education for priority groups. Providers of adult education may apply to the Ministry every year for grants for programmes for handicapped persons, persons with little basic education, persons with heavy family obligations, and also for immigrants and refugees. The idea behind this is to eliminate problems or obstacles from participation the groups may feel, either by reducing the participants' costs in ordinary courses, by designing special courses to meet their needs, or both.

PROVIDERS OF ADULT EDUCATION
Voluntary Organisations have, according to the Act, study work, defined as "unrestricted by examinations and curricula", as their main task.

To be recognised and approved by the Ministry, and hence entitled to public

for the qualitative work in the field, and among the tasks which are discussed most is training. Possibly, training in our context should more rightly be replaced by terms like guidance or counselling.

The Act of Adult Education has no special regulations concerning required qualifications from staff, provisions for training and educational approach, with one important exception in relation to the latter: To be recognised and approved by the Ministry of Church and Education, and consequently entitled to state grants, organisations and institutions in adult education must have an educational practice which gives participants, as a

group, reasonable influence on the content and the methods in their groups. This is required within all sectors of the field.

In the present situation the general characteristics of the workers in adult education in Norway are as follows:

- The majority of workers are part-timers.
- Most of them have teaching functions.
- Many have no teacher's training.
- Only a few have been trained especially for adult education.
- Their links to adult education are rather tenuous, and most have other kinds of full time employment.

grants, the following requirements must be met:

- Organisations must be based on individual membership, or on collective membership of organisations with individual members.
- Memberships in the organisation must in principle be open to everybody.
- The leadership of the organisation should be elected by the members.
- The organisation must have adult education as one of its main fields of activity.

It is also required by the organisations, as for all other providers of adult education, that they should have an educational practice which gives participants, as a group, reasonable influence on the content and methods in the study circles.

In 1932 the voluntary organisations at work in adult education founded, *The Norwegian Association of Adult Education Organisations (Sammemnda for studiearbeid)*. The aim of the association is to promote cooperation and coordination between the member-organisations, and to take care of their common inter-

ests, nationally and internationally.

These tasks are taken care of by for instance publishing a periodical, *Studienytt* (6 issues a year), the running of national and regional conferences and courses of interests to member-organisations, and the preparation of study material and information material of various kinds.

The Secretariat of the Association with a staff of 7 (1984), is financed by grants from the Ministry of Church and Education and membership fees.

The Norwegian Association of Adult Education Organisations is a member of The European Bureau of Adult Education and of The International Council for Adult Education.

The School Authorities regionally and locally, are as mentioned previously, responsible for basic adult education at primary and secondary school level, further education at secondary level, and alternative types of basic education at these levels. They have also the responsibility for arranging the examinations, according to the Acts concerned.

- Their link to adult education is temporary, partly due to the changing needs in the adult population.
- They normally have one to two courses a week, and the number of hours on the average do not exceed six per week.
- Their position in adult education is dependent on the recruitment of participants, and hence insecure.
- They have few offers of training and guidance, and also few organised opportunities to exchange experiences and discuss problems.
- In many cases they experience their situation as isolated.
- Conditions of work vary in relation to sector and employer; fees are often decided locally, by the provider.
- They do not represent a homogeneous group of workers, and have no special union to take care of their interests.
- Their links with adult education do not generally give them any status, neither socially nor economically.

This general characteristic, however, requires, some elaboration.

Some of the part-timers combine administrative and teaching functions. Local organisers (part-time and full-time) in voluntary organisations have usually

Work-Related Adult Education Manpower authorities started in 1958 training courses for unemployed adults, as part of the labour market policy. The intentions of these courses were to provide :

- qualified manpower
- rehabilitation
- training opportunities for unemployed people.

At present, these programmes comprise a large number of courses, usually of 3-5 months' duration. The courses take place either in adult education centres or in secondary (vocational) schools. The activities are the joint responsibility of the labour-market authorities and the educational authorities.

The Norwegian Federation of Trade Unions (LO) organises courses for their shop-stewards and members, partly in cooperation with The Worker's Educational Association (AOF). The Norwegian Association of Employers (N.A.F.) supports training conducted by its various member-organisations, and advises branch organisations and individual companies in educational matters.

The association also runs a training course for education officers in companies every year.

DISTANCE EDUCATION

Correspondence Studies are, at present offered to adults by the 30 correspondence schools approved by the Ministry of Church and Education. The legal basis for correspondence schools is the Act on Correspondence Schools from 1948.

The State Council for Correspondence Schools assists the Ministry in supervising and controlling the Correspondence Schools, and also advises in the evaluation of correspondence courses, as they have to be approved by the Ministry of Church and Education, before they are offered to the public.

Correspondence studies are mainly organised as

- Individual courses.
- Correspondence circles, i.e., circle members prepare answers together, and the school sends corrections and comments to the circle.
- Combined courses, i.e., a combination of members taking correspondence

previous experience from leading study circles.

Full-time workers in all sectors normally hold administrative/organisational positions. There has been an increase in the number of this type of positions in recent years. It is, however, likely that full-timers (teachers and administrators) represent less than 20 per cent of the number of workers in the field as a whole (in 1965 they represented 8 per cent.) Recruitment to full time positions is to a large extent from part-time staff.

Required qualifications and conditions of work vary from one sector of adult education to another.

courses individually, supported by circle studies with teacher.

— Multi-media courses, i.e., correspondence courses integrated in a pre-produced scheme, which may include radio and television programmes, study circles, textbooks, or radio and video cassettes.

The correspondence schools at work have established an organisation for cooperation between the schools, to take care of their common interest.

Radio and Television The Norwegian Broadcasting Corporation (NRK) has a long tradition in educational broadcasting.

Many of the programmes aimed at adults have been a combination of broadcasts, textbook and correspondence courses. Voluntary organisations have to some extent made use of these programmes in their study circles.

Foreign languages have over the last years been central offers, but the list of provisions also includes subjects like literature, ecology etc.

Norwegian State Institution for Dis-

Generally, a distinction should be made between services provided by the authorities and by private organisations/companies.

The school authorities and the manpower authorities require teachers' qualifications according to the acts/level concerned (e.g. basic adult education at primary and secondary level, general and vocational education). Fees paid are a result of national negotiations between the appropriate partners.

There are no specified requirements when it comes to the main bulk of adult education provisions—study work in the voluntary organisations, defined as

tance Education established in 1977, is a national institution, funded by the Ministry of Church and Education.

Its main task is to provide adults who for various reasons cannot make use of other existing adult education provisions, with multi-media courses. These courses are initiated, planned and carried out in cooperation with other partners in the field, as :

- The Norwegian Broadcasting Corporation
- publishers
- correspondence schools
- school authorities
- voluntary organisations

dependent on the type of provision and the target group. The first course was organised in 1981.

ADULT EDUCATION NOT REGULATED BY THE ACT OF ADULT EDUCATION

Adult education provisions are, however, not limited to activities within the scope of the Adult Education Act.

Examples are central, regional and

"unrestricted by set curricula and examinations". The Ministry of Church and Education has left it to the individual voluntary organisation to decide the qualification requirements. Decisions on fees for circle leaders are made locally, by the providers. The rates are highly influenced by the state grants towards fees in study groups, revised every year by the Ministry.

From this it follows that no institution or organisation requires a special training in adult education from its workers in any sector of adult education. This applies both to full-timers and to part-timers. There are also very few examples of such requirements when positions are advertised. This is interrelated with the position of adult education as an academic discipline and the training opportunities in the field.

There is no chair in adult education in Norwegian universities and colleges of higher education. Part-time studies, equivalent to one year's full-time study, have for the past 10 years been organised in universities and colleges, and by the Norwegian Association of Employers. Only two of these have been run regularly throughout the period. One of them is a credit-course (from 1981). The common denominator of these courses, organised differently due to regional differences, is the target group: Students with experience from adult education. The majority of students have been full-time workers, with administrative and organisational tasks. Recruitment has been from all sectors of the field. Voluntary organisations and industry have been best represented among the students. Since 1978 the number of places offered has not been

local in-service training (basic and further education) in the civil service, in the Armed Forces (liberal and vocational education) training within industry and the organisations of and working life. Provision are, mainly vocationally oriented, and apart from being financed from the ordinary budgets of various ministries, and also to some extent financed by funds from foundations especially established for the purpose by regular contributions from employers as well as employees. This applies for instance to the civil service and private industry.

INSTITUTIONS RELATED TO ADULT EDUCATION

Public Libraries are governed by the Act of Public (and School) Libraries of 1971. In this act the function of the public libraries is seen as an instrument for the development of adult education, and as a cultural centre in the local community.

The Norwegian Institute of Adult

Education established in 1976, is a national institution, funded by the Ministry of Church and Education. The main tasks of the institute are: research, developmental work, documentation, information. The institute has also an advisory function in relation to other institutions/organisations in the field of adult education. They are, for instance, the various providers of adult education, The Ministry of Church and Education, The State Council of Adult Education.

The most comprehensive research project undertaken by the institute is "The Effects of the Adult Education Act".

Apart from that, studies on recruitment to adult education, methods of planning and organising study circles, participants' influence in adult education, evaluation of trade union training, and on the job rehabilitation have been completed. Reports on paid educational leave and alternative opportunities for adults have also been published. ●●●

sufficient to meet the demands (i.e., number of applicants).

Teacher Training Colleges occasionally run short courses for part-time workers in organisations in the local community, at the initiative of the providers.

Other colleges include adult education in their professional training. The training of librarians and training of teachers for vocational training at secondary school level are examples of that.

The voluntary organisations run from time to time short courses for their circle leaders, but they are not part of a systematic programme. It is estimated that some 40,000 circle leaders and 1,400 local organisers in the organisations are in need of some kind of training (the findings from a survey in 1978 show that 50 per cent of circle leaders start work without any guidance).

The conclusion is that training opportunities in adult education in Norway at present are mainly aimed at those who already are at work in the field. Provisions have the nature of in-service or further training, and are not sufficient to meet the estimated needs.

Apart from academic studies in adult education there are no provisions made for potential workers in the field. Very few have made use of this opportunity. This is a consequence of the lack of regular courses of study for this group of students.

One important reason for the insufficient provisions of training in adult education, along with giving priority to administrative and organisational tasks, is the lack of trainers. Very few in adult education combine practical experience from the field with training for this purpose.

This brings us to the needs for training in the present situation, and the target groups.

From the description above it follows that there are training needs within all sectors of adult education, since the existing opportunities do not meet the estimated demands. I list them roughly in the following three groups :

- Teachers in basic adult education generally meet the requirements for teachers in primary and secondary education in the ordinary school system, but have no training for adult education. There is a need for such training, since this is a priority at the present, and also taking into consideration that the perspective of life long learning is regarded to be of importance in the present educational policy.
- Administrators and organisers in adult education, in the civil service as well as in organisations (voluntary and the organisations in the world of work) have needs for training, both because of the increasing number of this type of positions, and more importantly : Part of their duties is planning of provisions, as well as guidance and training of the many teachers and circle leaders, part-time and full-time, at work.
- Circle leaders in voluntary organisations and instructors in in-service education in industry, the majority of the workers in the field, and mostly part-timers, also have a strong need for guidance and training opportunities.

The number of categories with varying needs for guidance and training could be extended, very much like the categories mentioned in the documentation we have received from other countries. I am

thinking of the needs of those who are responsible for the classes and circles for the groups given priority, groups with needs concerned with methods related to special subjects, etc.

This calls for a distinction between short term and long term aims for the development of training opportunities for the various groups of workers in the field.

However, since we still are at the beginning of a development in this field, and also taking into consideration that we, from a practical point of view, must admit that we have a scattered population with only 4 million inhabitants in an area comparable to that of UK, we feel that we have to have a pragmatic approach to the problem. One consequence is that we to some extent, therefore, cannot afford to divide the workers in the field into too many categories for training purposes at present. A possible benefit from this, could be improved communication between the various groups of workers.

The crucial question is, however, how to achieve an increase in the offers for training and guidance to meet the present

demands. In this situation the need for initiatives and united efforts from organisations/institutions responsible for adult education provisions and teachers training is obvious.

As mentioned earlier, the Ministry of Church and Education in its report to the Storting on the effects of the Adult Education Act (1981) mentioned training of adult educators as one of the priorities in the coming years. Also, the Ministry has approached The State Council for Teachers' Training and requested that integration of adult education in the regular training of teachers be considered.

Discussions on the training and guidance of circle leaders and local organisers in the voluntary organisations are carried out at present, both in individual organisations and in the Norwegian Association of Adult Education Organizations.

Even if we do not have much experience from the training of adult educators to offer, we can conclude that there is a growing interest and concern for the matter which we consider to be of great importance for the qualitative development of adult education. ●●●

(Contd. from page 9)

Works, Moscow, Progress Publishers, 1975, p. 198.

21. Karl Marx, Ibid, p. 182.

22. James Miller, *History and Human Existence*, USA, Univ. of Calif., 1979, p. 115.

23. Paulo Freire, Ibid 8, p. 27.

24. Paulo Freire, Ibid 13.

25. Frederic Engels, *Introduction to Dialectics of Nature in Selected Works*, Moscow, Progress Publishers, 1975, p. 349.

26. Paulo Freire, Ibid 8, p. 41

27. Karl Marx, Ibid 17. ●●●

Growth of Literacy in India : An Analysis

Jandhyala B. G. Tilak

THE rate of overall literacy in India increased from 5.35% in the beginning of the century to 36.23% in 1981. This is no mean achievement. But at the same time, the number of illiterates in 1981 was about double the number of illiterates the country had in 1901. This is essentially because of the rapid growth of population. The annual rate of growth of population during 1901-11 was 0.58% and this had increased to 2.26% during 1971-81.*

Analysing the growth of literacy in India since the beginning of the present century, the article brings out certain surprising but unpleasant facts, and concludes that if the rate of growth of literate population in the age group 15-35 during 1971-81 is maintained, the literacy rate for this group will be 60.7 per cent by 1991

If we compare the growth during the pre and post-independence period, we notice that

—the annual rate of growth of population increased from 1.22% during 1921-51 to 2.16% during 1951-81 ;

—the rate of growth of illiterate population has also been higher during the post-independence period than in the comparable pre-independence period: the respective figures are 1.25% (1951-82) and 0.85% (1921-51) ;

—the annual rate of growth of literate population has not increased significantly ; it was 4.11% during 1921-51 and 4.83% during 1951-81 ; and

—the annual rate of growth of literate population was the highest during 1931-41 (it was 6.83%) and this figure

*The rates of growth, throughout this paper, are compound rates of growth per annum.

still eludes the educational planners of independent India.

If we analyse the growth in literacy during the post-independence period, we notice that the annual rate of growth has fallen from 5.77% during the first decade of planning to 4.35% during 1961-71 and it remained more or less constant during 1971-81, indicating that the special literacy drives during 1971-81 did not produce significant results.

Interestingly, evidence has also confirmed the well-known dictum—'education is the last priority during peace time and it is the first casualty during war time'. In other words, defence activities flourish at the cost of education. For instance, the first world war and more significantly the second world war pushed down the rates of growth of literacy very significantly. During 1941-51 the annual rate of growth of literacy was 1.61%, compared to 6.83% during the preceding decade. Similarly, during the peace time of 1951-61, the independent India had experienced highest rate of growth in literacy, 5.77%, while during 1961-71 and 1971-81, periods characterised by wars and increased defence activity, the rate of literacy declined to 4.35% and 4.39% respectively.

Adult Literacy in 15+ Age Group

When significant improvements in overall literacy appeared to be difficult, planners began concentrating on literacy among adults of the age-group 15+. Now let us look at the progress of literacy among these adults. We notice a picture not much different. The rate of adult literacy increased from 19.3% in 1951 to 40.8% in 1981. But during the same period the number of illiterates increased from 174 million to 245 million, at a compound rate of growth of 1.16%

Table 1

A. Growth of Literacy of Total Population in India

	Population	Literates	Rate of Literacy (%)
	(in millions)		
1901	238.4	12.8	5.35
1911	252.1	14.9	5.92
1921	251.3	18.0	7.16
1931	279.0	26.5	9.50
1941	318.7	51.3	16.10
1951	361.1	60.2	16.67
1961	439.2	105.5	24.02
1971	548.2	161.5	29.46
1981	685.2	248.2	36.23

Source : *An Analysis of the Situation of Children in India*, (New Delhi, Unicef) 1984, pp. 15 and 63.

B. Annual Compound Rates of Growth (%) of literate and illiterate populations in India

	Population	Literates	Illiterates
1901-11	0.58	1.53	0.50
1911-21	-ve	1.91	-ve
1921-31	1.05	3.94	0.79
1931-41	1.34	6.83	0.58
1941-51	1.25	1.61	1.19
1951-61	1.98	5.77	1.04
1961-71	2.24	4.35	1.49
1971-81	2.26	4.39	1.23
1901-51	0.83	3.14	0.58
1921-51	1.22	4.11	0.85
1951-81	2.16	4.83	1.25

per annum. The rate of growth of adult literates was the highest during 1951-61 (5.67%) and it had come down to 4.18% during 1961-71 and marginally increased during 1971-81 to 4.55%. During these three decades the rate of growth of illiterates had increased from 0.75% to 1.15% and to 1.58% respectively. All this again shows that the much talked about National Adult Education Programme (NAEP) has not produced significant results.

If the secular rate of growth of 4.93% achieved during 1951-71 in adult literacy, was maintained during 1971-81, we might

have ended up in a less unhappy position. The rate of literacy among the 15+ adult population could have been 42.3% instead of 40.8% in 1981. But that rate of growth could not be maintained despite seemingly increased level of efforts.

Literacy in 15-35 Age Group

Realising that the adult population of the age-group 15+ is not small in size to effect any significant and quick improvement in the literacy status, the focus of attention of the planners in the country has been narrowed down to the adults of the age-group 15 to 35, with the argument that the period from 15 to 35 years is the most productive in the life-span of any individual. The picture is, of course, slightly better with respect to this group. The literacy rate of this group was 50.6% in 1981, compared to 32.4% in 1961 and 42.0% in 1971. The achievement is indeed impressive con-

Table 2

A. Literacy among Age-group 15+ in India

	Population	Literates	Rate of Literacy (%)
	(in millions)		
1951	215	41.4	19.3
1961	259	71.9	27.8
1971	318	108.3	34.1
1981	414	169.0	40.8

Source : *An Analysis of the Situation of Children in India* (New Delhi, Unicef, 1984) p. 65.

B. Annual Compound Rates of Growth (%) of Literate and Illiterate Populations in Age-Group 15+

	Population	Literates	Illiterates
1951-61	1.88	5.67	0.75
1961-71	2.08	4.18	1.15
1971-81	2.67	4.55	1.58
1951-71	1.98	4.93	0.95
1951-81	2.21	4.80	1.16

sidering the fact that the rate of growth of population in this age-group was 3.44% during 1971-81, which is very high compared to 1.77% during the preceding decade, or compared to the rate of growth of total population. The rate of growth of literates in this group was 5.39% during 1971-81, a period characterised by intensive efforts to eradicate adult illiteracy with the help of NAEP, compared to 4.44% during 1961-71. However, the rate of growth of illiterates was 1.79% during 1971-81, compared to 0.22% during the preceding decade.

Table 3

A. Literacy in 15-35 Age Group

	Population	Literates	Rate of Literacy (%)
	(in millions)		
1961	140.7	45.6	32.4
1971	167.6	70.4	42.0
1981	235.0	119.0	50.6

Source : Ministry of Education, Govt. of India, New Delhi.

B. Annual Compound Rates of Growth (%) of Literate and Illiterate Populations in 15-35 Age Group

	Population	Literates	Illiterates
1961-71	1.77	4.44	0.22
1971-81	3.44	5.39	1.79
1961-81	2.60	4.91	1.00

If the rate of growth of literates in the age group 15 to 35 years during 1971-81, i.e., 5.39% can be maintained during the 80s, the rate of literacy will increase to 60.7% by 1991 (199 million adult literates). But this will still leave about 129 million adults of this age-group illiterate. Hence, there is a greater need for more serious efforts to eradicate adult illiteracy in the coming decade. Since most of the illiterates belong to the poorer socio-economic group an achievement of even 60.7% adult literacy by 1991 would require efforts more serious than those of the 70s. ●●●

Role of Universities in Rural Literacy Campaign

C. J. Daswani

ANY planned rural development that seeks to bring the advantages of technical and scientific advancement to the rural population, pre-supposes certain abilities in the target population, with the ability to read and write coming fairly high-up on the list of such abilities.

Most Government departments and agencies connected with rural development regularly publish and circulate development literature for the prospective consumers of development techniques and services. Unfortunately, due to high illiteracy rates (it is as high as 80 per cent among the Indian rural population), very few people are able to benefit from these facilities with the least advantaged rural population remaining outside the pale of development. Ironically, the developmental facilities in such situations benefit the already advantaged people (those having literacy skills in this case) and bypass the truly disadvantaged (the illiterate) for whom the facilities are actually intended.

Problems of illiteracy

Illiteracy is a disadvantage only in the context of a literate culture with the concomitant centralised and impersonal information dissemination and control systems. In traditional societies with emphasis on face-to-face communication, learning by doing and cooperative problem solving, literacy was always seen as

The role of universities in the literacy campaign in the country so far, says the author, has been that of just another voluntary social work agency—setting up literacy centres, acquiring the necessary paraphernalia, and organising willing students and teachers. A university, he argues, is bound to fail in such a role. With the specialised knowledge and expertise at its command a university, he further says, can make a more meaningful and effective contribution in the areas of social motivation, research, material production, training, and monitoring and evaluation.

a highly specialised skill to be learned and maintained by a few.

With the modern systems of communication, complex delivery systems and information explosion, literacy skills have come to occupy a major place in the basic skills necessary for a modern society. The rate of illiteracy is not always and only a result of poverty. How the society at large perceives illiteracy contributes to the willingness of learners to acquire literacy skills. In Sri Lanka and Thailand, for instance, literacy rates are high despite poverty scales since the local religion emphasizes skills for the reading of scriptures by the individual. Among the rural population in Punjab, on the other hand, the literacy rate is among the lowest in India although there is comparative economic affluence in rural Punjab.

Arresting and reversing illiteracy in any significant manner is a very difficult task. With every generation of illiterate people added to a society, the task of making the future generations literate becomes more difficult; and here poverty plays a major role. In any poor community there is a very large hard core of people who are reluctant to change for the simple reason that all avenues of change require a tremendous effort on their part. At the same time results of these changes are seldom available at once.

Literacy skills do not bring any tangible or immediate benefits to the learner. In any voluntary literacy campaign, therefore, it is only the highly motivated sections of the disadvantaged and poor people who take advantage of such facilities. As a result, the hard core of the poverty stricken rural people do not take advantage of these educational developmental facilities.

Literacy Campaigns in India

Attempts at imparting literacy skills to rural illiterate communities in India on a sustained and organised basis dates back to the mid thirties of the present century when a voluntary literacy campaign was initiated in Western India. This was followed by similar campaigns in other parts. Most of these campaigns were launched by voluntary agencies engaged in social work.

The first large scale adult literacy programmes organised by State agencies were part of the developments in agriculture under the well-known "Green Revolution". Functional literacy programmes for farmers participating in the new agricultural schemes were started in the early sixties.

A national level programme of adult education was initiated in 1978 under which a record number of 100 million illiterates were sought to be made literate in a period of five years. It was envisaged that Government agencies including the formal school system, voluntary organizations and the universities would implement this programme. For the first time, therefore, the universities were expected to participate in a literacy programme designed to bring development to the rural communities in India. We will consider below the implications of such an expectation from the universities and the ways in which the university system responded to this task of national development.

University as an Implementing Agency

A mass literacy project is a complex operation requiring planning, motivational training, materials production and testing, orientation and training of literacy workers, the actual running of literacy centres, monitoring, evaluation, follow-up, and research. No one agency

can undertake all these tasks. There is a good deal of interdependence and the total operation is the result of cooperative action by various agencies. Agencies and organizations long connected with literacy campaigns have discovered the value of interdependence, and each institutional sector has a specific role to play in this complex operation. Perhaps the most visible aspect of a literacy programme is the literacy centre which is, ultimately, the nucleus where the efforts of all the different agencies are brought together in the actual implementation of the programme.

In the absence of any previous experience, the universities tended to see themselves as the actual implementers of the literacy campaign, in the sense that every university participating in the programme set up a certain number of literacy Centres where the university students and teachers were meant to impart literacy skills to adult illiterate learners. Most of these centres were located in the vicinity of the university or the college, with some centres being more widely distributed involving long journeys to and fro by the volunteers manning these centres.

Having established such centres, many universities went about acquiring the paraphernalia necessary in such programmes, such as, text-books, and testing and evaluation tools. In other words, most universities became voluntary social work agencies which organized a body of willing and voluntary workers (students and teachers) who would implement the literacy programme. The model that these universities were following was the well-established one being followed by scores of voluntary agencies working in the field.

Failure of University as Voluntary Agency

I would like to argue here that a

university (in India) is bound to fail in such a role because it is not designed to function as a voluntary agency. A typical voluntary social service or social work organization is composed of individuals who are committed to working for the good of the society at large and can motivate other members of the society to help with money, expertise and/or time. Most workers in such organizations have little or no technical training in their chosen field of social service, nor do they possess the necessary background for specialising in one aspect of the social service activity, say, literacy. Invariably, these organizations work as managers and implementers of such programmes, as motivators and change-agents.

A university, on the other hand, is a collection of individuals who are either already highly competent in certain areas of intellectual and technical endeavours or are being trained to become specialists in some areas of human knowledge. These individuals are highly committed to their chosen fields of inquiry and interest and are most useful as experts in these areas. These individuals, often, have little spare time or enthusiasm for activities outside their areas of interest. True, young students can often be motivated to become interested in socially relevant activities. But, typically, young students find it difficult to find time from their busy study and research schedules to make any sustained effort in such activities. Their interest is generally short-lived and in the long run they tend to lose interest. In choosing for themselves the role of implementers of literacy centres the universities have failed to recognize their own areas of specialization and strength, and have opted for a soft-option involving low level of specialization and under utilization of the available expertise.

University and Literacy Programme

Assuming that any university or college that participates in developmental activities does so with the purpose of extending its knowledge and expertise for the general welfare of the community and optimal implementation of the developmental scheme, when participating in a literacy programme, therefore, a university is one of the many agencies that must cooperate with each other and provide expertise that is most appropriate in the light of its resources and the needs of the programme.

To my mind, in a literacy programme a university can fulfil the following roles with justification :

Students as agents of social motivation Students can motivate prospective learners as well as other members of the society to participate in the programme.

Faculties and departments as research centres Very little research is available in the field of literacy with special relevance to the Indian situation. Areas such as adult learning, societal attitudes towards learning new skills, retention of literacy skills, and effectiveness of competing methodologies, are only some of the areas of possible research that academic departments can participate in. Results of such research can benefit the functionaries in the programmes at various levels.

Materials production Universities can train present and future producers of literacy materials.

Training centres Universities can

evolve and implement training and orientation courses for literacy functionaries at various levels and from different organizations.

Technical research centres Universities can initiate research in areas like production and printing of literacy materials with respect to paper, type-size and printing. Also research in physical and technical facilities as optimal lighting arrangements and seating patterns could help in effective running of a literacy centre.

Monitoring and evaluation agency Above all, universities can play the role of objective and impartial monitoring and evaluation agencies for the literacy programme as a whole.

Many more appropriate and relevant areas can be added to the above list. The significant point to remember is that the general tendency on the part of the universities has been to underutilize their capabilities in the area of literacy education in order to become mere managers of a finite.

Involvement of the entire university system through diversification and restructuring of its curricula would make university education socially relevant. This would add a vital component of knowledge utilization to the educational programme which is not a part of the university education at present. This would be far more meaningful than collecting a handful of individuals who participate personally in the delivery systems employed for rural development.



Tapping Resources to Train Adult Education Functionaries

S. Rengasamy

Paucity of funds is cited as the biggest problem by almost all the organisations engaged in adult education work. The author narrates the experience of his institute to show how the services of Government as well as other agencies can be utilised to save on the cost of training adult education functionaries.

OF the many deficiencies identified as being responsible for the poor performance of the adult education programme, the important ones are : poor training of the field functionaries, that is, the animators in the villages ; and the poor honorarium offered to them. While increase in financial incentives is a policy matter to be decided at the Government level, a change can be brought about in the animators' attitude through proper training. They can be trained to work with a missionary zeal, forgetting to a certain extent about the meagre incentives. But unfortunately there are absolutely no infrastructural facilities for their training, what is more distressing is that even in the programme implemented by the UGC through colleges, no financial provision has been made for the training of animators.

Given the complexity of the task of educating adults, there can be a number of situations in which even an enterprising and trained animator can get frustrated. The Madurai Institute of Social Work, right at the time of inception of its adult education programme strongly felt the need not only of training animators to educate adults, but also and more importantly of creating a group of caretakers with a positive outlook towards adult education for assisting the animators. Consequently it formed an advisory

committee in every village where it planned to start an adult education centre.

The members of these committees comprised men and women with leadership qualities from different walks of life, namely, farmers, small merchants and others. They were expected to assist the animator in carrying out his day-to-day activities and organise programmes at village level when the need arose.

The Institute perceived that their established status—as a progressive farmer, or as an enterprising merchant, or as a socially active youth, or as a resourceful and helping woman and a proper orientation in the adult education objectives would have an impact on the adult learners of the villages.

A progressive and successful farmer can more easily convince the learners about the merits of scientific farming than the animator who may be an unemployed youth. In the same way, a resourceful and helping woman can easily convince the learners about the need for better management of the family. The whole idea was to create local expertise to handle different subjects and fields.

It is rather difficult for an animator to handle all the three components of the adult education programme, namely, literacy, functionality and awareness, especially when the scope of the last is almost unlimited. With the involvement of more people each component can be covered more fully and also specialisation can be introduced. The need for training these people, and consequently the problem of finance will, however, remain. To overcome this problem the Institute thought of utilising the educational services of other agencies which did not involve any financial commitment.

The success of any developmental programme depends on the degree to

which the local community resources are tapped.

The services provided by Government agencies like Kirshi Vigyan Kendra (mass contact programmes, nutrition-education programmes, Family Welfare Education) and voluntary agencies (activities of various action groups, Lions and Rotary Clubs) can be cited as examples of educational resources that can be utilized to train adult education field level functionaries.

Madurai Institute of Social Work utilized the training programmes of 'People's Education for Action and Liberation' to provide in-service training to its animators on the 'Problems of Youth' and 'Organising Landless Labourers'. It submitted proposals to the State Social Welfare Board for the civic training of its women animators and learners. It also makes its animators and advisory committee members hear the selected programmes of AIR. But a programme organised by the Institute in collaboration with Kirshi Vigyan Kendra can be cited as an example to show how best one can utilize the other agencies' educational resources to train adult education functionaries.

The Krishi Vigyan Kendra attached to Madurai Agricultural College and Research Institute regularly conducts for farmers training programmes in better farming. In these programmes highly qualified experts train farmers. The Kendra also provides financial assistance to enable farmers to attend its training programme.

The Institute approached the Kendra to train some of its village level advisory committee members who also happened to be small farmers. The Kendra gladly accepted this request and the members were also very happy to undergo this training.

The training programme was arranged by the Institute with the following three objectives:

— To expose the small farmers in the advisory committee to the knowledge imparted in the Madurai Agricultural College and Research Institute, and thereby motivate them to adopt a scientific outlook in their farming operations.

— To encourage them to organise demonstration programmes in their villages, so that the knowledge gained by them at the Research Centre could be disseminated.

— To motivate farmers to adopt a particular technique or to buy a particular equipment by explaining to them the merits or advantages of the new technique or equipment over the old one.

Paddy cultivation is the main agricultural occupation in the villages adopted by the Institute under its adult education programme. Hence the farmer members of the advisory committee were given a thorough training in the cultivation of paddy—right from preparing manure pits to using husk ovens—at the Kendra. They probably already had information about the method, technique and other things told to them at the training programme, but somehow did not attach much importance to it then. When the same information was given to them by experts in a convincing manner, it was absorbed more easily.

When asked about the possibility of following the instructions imparted to them their answer at the Kendra was, "There is nothing to lose by following these instructions; but a lot to gain". Thus the training made them realize that systematic learning about farming would help them to bring down the operational expenditure and to raise the yield.

These trained members will now in turn carry the knowledge to the adult learners of their village. In fact, one member was actually heard saying that before the commencement of the Kharif season he would instruct his fellow farmers on how to prepare nursery beds and manure pits, in the manner that he had learnt at KVK.

Thus, the Institute's idea to back the adult education programme with the expertise of local group of experts was successful to some extent.

During the training, the trainees were very much attracted by the solar stove and modern par-boiling drum. When told that if they were interested, the Kendra could arrange a demonstration of some modern agricultural implements in their villages, almost all the trainees expressed a desire to invite the Kendra people for a demonstration of the modern drum when they par-boiled the paddy next.

After their training at the Kendra the advisory committee members were also able to clear the doubts of the learners, and through informal discussions could drive home the importance of the new ideas and concepts that they had learnt during their training.

In this way the Institute could tap successfully the educational resources of other agencies to train its animators and advisory committee members. Thus, while it may be true that the U.G.C. offers more guidelines than finances, the agencies and organisations involved in adult education work need not be discouraged on account of paucity of funds. They can utilise the services of various organisations without incurring any cost, to achieve their objectives. ●●●

BOOK REVIEW

Adult Education in India by Dr. N.A. Ansari ; S. Chand & Company Ltd., New Delhi; pp. 168; Rs. 65.00

In the earlier societies, education was restricted to the phase of life extending from childhood to youth. But it is no longer possible to conceive of education organised once and for all which would satisfy the needs of the modern man. School and out-of-school forms of education can no longer be planned and provided as self contained units. They are becoming interrelated and essential to each other.

Dr. N.A. Ansari in his book has denounced the tendency to equate adult education with literacy. This he says "tends to hide over very important needs for and possibilities from the adult education". He says that literacy is only a means to the end and the ultimate aim of adult education is life long education, from the cradle to the grave.

Dr. Ansari has compiled much needed information in this book which should be of considerable value to adult education administrators, activists and field workers.

The book after giving a brief historical background in the first chapter attempts to define the concept and scope of adult education in the Sixth Five Year Plan.

In part two, the author gives a brief description of some programmes of adult education, that is, social education farmers' training and functional literacy, non-formal education, NAEP, urban adult education, adult education for women and adult education in Development Departments.

Adult education in its wider sense will include education for the illiterate, semi-literate, educated and the elite. But the educated will take interest in continuing their education if schools and colleges do not allow the graduates to depart with an implicit belief that they are being sent into the world as finished products. The dream of a learning society can only be realised if education is provided for all sections of our people and not concentrated merely on illiterate adults.

The third Chapter of the book is on resources development, agencies and supporting services, formulation of cur-

riculum, preparation of materials, training, and orientation of personnel, follow-up and continuing education, monitoring, evaluation and research. 'Some Lessons for Us' is the most important chapter of the book in the third part. It enlists some very important points to be kept in mind while organising an adult education programme. These are really based on the author's long experience in adult education programme.

It is an admitted fact that the contribution of voluntary organisations in creating public opinion on the need for a public policy on adult education has been tremendous. They have undertaken some pioneering projects in the field. But Dr. Ansari has only named a few voluntary organisations without giving a reference of the work being done by them. A brief description of their work would have

added to the utility of the book.

In the end, there are four appendices. In the first appendix literacy figures in India have been given. The second appendix lists administrative, advisory and resource structures for adult education in India. The third appendix gives list of Resource Centres for Adult Education, and the last appendix gives a select bibliography on adult education in India and other countries.

A large number of universities in India are being involved in adult education and continuing work. The book will be of considerable value to persons involved in adult education work in universities and at other levels. It is a welcome addition to the adult education literature.

—J. L. Sachdeva

IAEA's Forthcoming Publication

'A Study Report on Adult Education Research in India'

For details please write to
Director
Indian Adult Education Association
17-B, Indraprastha Estate,
New Delhi-110002.

Adult Education News

IAEA Completes its Study on Research in Adult Education

The Indian Adult Education Association's two-year project on 'The Study of Research in Adult Education in India' concluded in November 1984. The Study, sponsored by Friedrich Ebert Stiftung, Bonn, sought to evaluate and critically review the research studies conducted so far by various Institutions/Organisations in all areas aspects of adult education with a view to supporting the movement of adult education in the country and providing ready reference material to research workers in the field.

For locating research studies about 700 institutions/organisations were approached and certain well-known published bibliographies and reference materials were consulted. Initially, over 400 research titles were identified on the basis of all these sources. An examination of these, however, revealed that the term research in adult education had been used rather loosely. Finally, only 168 studies were selected for analysis. These comprised 46 doctoral theses, 71 research project reports and 51 M. Phil/Master's level Dissertations. A report has been prepared on the basis of these reviews by the Project Director Dr. Salamatullah with the assistance of the Research Associate Mr. S.D. Bareth.

Filipino Wins Roby Kidd Award, Two Indians Get Special Honourable Mention

Karl Gaspar, a Filipino, popular educator, artist, church worker and human right activist, was awarded the second Roby Kidd International Award for significant and innovative work in the field of adult education.

The \$1,500 annual award is drawn

from the J. Roby Kidd Trust Fund established by the International Council for Adult Education (ICAE), Toronto.

Mr. Gaspar, 37, after getting his M.A. got involved in community organising and community education among farmers, fishermen and plantation workers. He has worked to liberate the masses from the structures oppressing them.

Special honourable mentions have been made of *Mrs. Ida Singh* of YWCA, Madras for literacy and post literacy work, *Mr. Balchan Tanakoor* of Mauritius Adult Education Association, *Mr. Armando Janssens*, a Belgian living in Venezuela and *Mr. Ganesh Pandey*, a Trade Union leader of Kanpur. Mr. Pandey has organised classes, discussion groups and a library for the industrial workers. He has also held workshops on theatre, on health for women and workers' rights.

Dr. S.C. Dutta, Treasurer, IAEA, who had an abiding friendship with Dr. Roby Kidd and worked in close cooperation with him for about 28 years for the promotion and development of adult education in developing countries, has been requested to present the Award at a function to be held on March 26 in Davno City, Philippines.

ASPBAE Regional Conference

ASPBAE Regional Conference on "Non-formal Education for Professional and Occupational Competence" was held in University of Malaysia, Kuala Lumpur from October 3-5, 1984.

The Conference was inaugurated by the Deputy Minister of Education of Malaysia Bujang Haji Alis, who emphasised the need for introducing vocational education at the school level.

Nearly 40 representatives of member countries attended the Conference, prominent among them was Mr. Lim Hoy Pick, President of the Bureau, Dr. Chris Duke, Associate Secretary General of ICAE, Dr. S.C. Dutta, Founder President, ASPBAE, Mr. R. Guna-singham, President, Malaysian Association for Continuing Education, Prof. Jong-Gon Hwang, President, Korean Association of Adult and Youth Education, Dr. Sunthorn Sunanchai, Deputy Director General, Deptt. of NFE, Thailand, Prof. K. Moro'Oka, Japan, Dr. Sponsor Wong of Hong Kong, Dr. Alarcon of Philippines and Dr. John Doraisamy of University of Malaya.

Papers on the status of non-formal education for Professional and Occupational Competence in Japan, Korea, Australia, Singapore, the Philippines, Hong Kong, Macau, Indonesia, Malaysia and Thailand were presented.

Dr. S.C. Dutta in his paper raised certain crucial issues on the theme of the Conference. He said, "In developing societies apart from use of knowledge and competence, professional men need to assume leadership role in pursuit of

principles and values of social justice, equality and democracy". They must recognise the need for showing concern for the poor and for building up the rural societies. Non-formal education should by providing these must make an important contribution to social thought and human betterment. The professionals must come back to universities for renewal or use non-formal education stream for keeping abreast of the advancement in knowledge and the changing social, economic and ethical systems and values.

Referring to newspaper industry and radio and T.V. Dr. Dutta said that the programme planning and the content of the programmes must be influenced by adult educators, so that the media become an instrument of social change and alleviation of the poor.

In conclusion Dr. Dutta said, "Literacy, specially that of women is the key to the solution of all our problems" because illiteracy and insufficient education has seriously retarded the process of development in developing countries, and prevented the poor to reap its benefits. Non-formal education must assist the poor to fight against poverty, illiteracy, ignorance and inequality. ●●●

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all indivi-

duals and institutions who believe in the aims and objectives of the Association.

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ADULT
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Universal Primary Education and Literacy
Programmes in China: Some
Reflections

—*S.K. Tuteja*

Hundred Per Cent Literacy :
Perspective and Plan

—*S. C. Dutta*



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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

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Adult Education as Serious Business

China these days is very much in the air. Every little thing that comes out of China makes news. There is an inflationary quality about what China does and does not. It is the 20th century's big political wonder, whether it is in the field of competing with the great powers about nuclear developments of agricultural production or one child family or adult education. Everything about China is big, impressive and is best; it is holding the stage. This, in spite of the fact that ideologically many countries and people do not accept the political and ideological realities of Chinese life and political existence.

In this context a report on Adult Education in China by Mr. S. K. Tuteja, Director, Directorate of Adult Education, New Delhi makes a very interesting reading. For its lucidity and clarity it deserves high praise. What comes out of this report is really worth reflecting in a more thoughtful and critical way.

Adult education in China is not just making people literate, it is a part of a grand design to change people in a fundamental way based on a clear cut ideology. The motivations and promptings come not so much from educational excellence but from the compulsions of the ideology of the Chinese life and polity. It is also part of the well thought out "four modernisations" on which the Chinese are

building their present and their future. These are Agriculture, Industry, Science and Technology, and National Defence and adult education forms part of this modernisation process and programme.

Adult education is not just tagged on to education or is considered an element in the scheme of things, it is really an integral part of the total whole. Universal primary education and literacy programme are both a continuum and totality. One is not possible without the other and two of them together ensure that march towards total literacy is an assured one. This in turn is related to the basic goal of four modernisations.

These are the very things which we in India have talked for decades but with no appreciable success. Adult education in China is in the hands of the technically competent who form part of the educational system in an intimate way plus there is a committed manpower from outside the educational system. Adult literacy is part of the total unlike in India where it is made to exist in an ineffective state mostly with a benign indifference whatever the rhetoric may be. Otherwise, how do we explain the mounting illiteracy and sluggishness of the programme.

There is also a strong system of rewards and punishment along with strong community support. There is obviously effective decentralisation

within the large policy framework of the Government.

All that is claimed and observed to some extent by the author need not be accepted in toto. This is because official towns in China as in many countries suffer from high degree of show based on contrivance. But one must however concede that things are moving in China. It is a nation on the move with its head high.

Adult education in China is obviously a serious business. They want full participation of its citizens in the life of the nation based on intelligence that is related to real understanding of the environment and life of which they are a part. The Chinese system tries to prepare earnestly a place for its citizens in the totality of the national life ensuring that everyone is intelligent and discerning. The aims are realistic and not high but all the same purposive.

While all that we have said is laudable, what one would like to know more about and about which the author is silent is, what kind of individual is the adult education movement in China producing, an intelligent robot that is manipulated for the ends of the state. Obviously, ideas like conscientisation

would not be very relevant in China for it involves the preservation of the autonomy of the individual and his potential for growth and change as a free agent. All effort in adult education is aimed at fitting an individual into a larger condition priorly determined by the State. All the ingredients of adult education are there in learning and community participation. In other words, it is the philosophy and strategies of the state that are being utilised with a single-minded devotion for ends beyond the goals of the individual. This to countries like India would be unsavoury. It is not only what kind of state you create, but more importantly, what kind of individual is created. The strategy and methods merit serious consideration for emulation in adult education, not when it perverts the individual, and his sanctity. In the ultimate analysis, a state is as good as its individuals. The Chinese seriousness we may aspire for and not their philosophy and ideology. India is committed to produce better individuals in a democratic, free, open society through adult education. In the name of success we should not lose our soul that is too precious a commodity in the name of competition which is often taking place in our minds.

Universal Primary Education and Literacy Programmes in China : Some Reflections

S.K. Tuteja

Having accepted exploitation of the intelligence of its human resources as the basis for improving the political and cultural quality of the nation, China has adopted a three-pronged educational policy of preventing the flow of new illiterates in the society through universal primary education; eliminating illiteracy through mass literacy campaign; and improving literacy skills through post literacy education, with the programmes geared towards the achievement of four modernisations, namely, Agriculture, Industry, Science and Technology, and National Defence. The author who recently participated in a regional workshop on 'Planning and Management of Universal Primary Education and Literacy Programme,' held in Bangkok and Nanjing discusses the Chinese experience in this regard.

AFTER the founding of new China, under the current leadership of the Chinese Communist Party and the Central People's Government, education has received a new thrust and impetus in China. As a component part of socialist education—a cause to which the country has been pledged—it has been put on the agenda of the government at all levels. Universal Primary Education (UPE) and Literacy Programmes (LPs) are accordingly receiving a renewed emphasis. As a consequence of the measures adopted, the illiteracy rate among the young and middle-aged peasants has now fallen to 20 per cent, it was more than 80 per cent just after the founding of the new China. More than 40 per cent of the young and middle-aged peasants now have at least primary school education, while over 30 per cent have junior middle school or above educational level. In China, it is claimed that a vast majority of peasants can read books and newspapers and appreciate State Policies and Programmes, and have raised the quality of their life by exposure to new concepts in science and technology.

National Education Policy

The Third Plenary Session of the 11th Party Central Committee in 1978 spelt out the National Education Policy, and

the entire planning and management of UPE and LPs is based on this policy. The policy is of "preventing, eliminating and improving", that is, preventing the flow of new illiterates in the society through achieving universal primary education, eliminating illiteracy through mass literacy campaign, and improving literacy skills of the new literates through post-literacy education in the form of spare-time primary education, secondary education and technical education. According to this policy UPE is to be achieved by 1990 and literacy by 1995. Thus, while the broad outlines of the policy are defined, the provinces, townships and villages chalk out the implementation strategies with necessary adjustments to meet the local needs of the people, but at the same time in conformity with the national policy. Basically, the responsibility for achieving the targets of UPE and LP is at the provincial level but within the overall target that the county sets for itself. Townships and villages also decide their respective targets that they can realistically achieve. As an example, it may be pointed out that while there is a national target of achieving UPE by 1990 and literacy by 1995, one of the provinces (Jiangsu) has decided to achieve these targets by 1985 and 1987, respectively.

The UPE and LPs are regarded as the basis for the exploitation of human intelligence resources and enhancement of political and cultural quality of the nation. Therefore, the Chinese Government decided in 1980 that the goal of UPE should be realized and illiteracy among juveniles and youth and middle aged people be eliminated throughout the country in various ways, in order to meet the needs of the "Four Moderniza-

tions", namely, Agriculture, Industry, Science and Technology, and National Defence. Education of Science and Technology in China is considered as of strategic importance. The policy of "Four Modernizations", therefore, constitutes the basic element in the promotion of UPE and also for LPs.

As mentioned earlier, within the overall national policy framework, the responsibility for implementation lies with the provinces. As far as UPE is concerned the teachers can be assigned by the State or they can be appointed locally. The assigned teachers are paid by the State, whereas the locally appointed teachers are paid from the funds collected at the village, township or county level. Teachers in the LPs are paid on hourly basis. Building, maintenance and equipment costs of a primary school are met by funds raised through collection by the villagers. The National Government gives a fixed percentage of funds to various provinces on the basis of pupil population. The expenditure on education in each province varies, depending upon its size, location, population and other related matters. According to a Country Study on Elimination of Illiteracy in China, there is a National Commission for Peasants and Workers' Education and similar Commissions are there at provincial, municipal and other autonomous regions' levels. There are Education Committees at county level, township level and village level to guide the programme of UPE and LPs. In Chonghong village visited by us, under the leadership of the Villagers' Committee a leading group for UPE and LP has been set up, with the village head as its leader, to ensure coordinated action for UPE and LP. Common facilities like building,

furniture, etc, are shared for UPE and LP. The drop-outs from schools are mobilised to join post-literacy classes and upgrade their education. For effective school-community relations, wall newspapers are utilised. These newspapers report among other things the achievements of pupils in primary schools and in the literacy programme.

Universal Primary Education

In accordance with the regulations of the Ministry of Education each province is expected to organise the programme of UPE in its counties, townships and villages. The measures to implement UPE include the following:

Strengthening the leadership at all levels practically and effectively

Having understood the significance of primary education for the realisation of "Four Modernisations", leadership has been strengthened in the field of UPE. Thus, one of the important figures in the municipality, county or township Government is held responsible for all educational undertakings in that area. Through a process of regular contact, the Government gives support to education in terms of manpower, and financial resources so that the schools in the area overcome the existing difficulties and the programme of UPE is pushed forward.

Building up of teaching contingent

Qualified teachers are considered very necessary for the promotion of UPE in order that a stable contingent of competent teachers is available, up-grading of the teachers' competence through re-organisation of ranks has been done by providing training, developing the secondary normal education system where such training is organised, and by intensifying the training of in-service

teachers so as to raise their academic level.

Building up school funds through various channels

The promotion of UPE is considered as an investment and therefore, there is a participation and cooperation between the state and the community in terms of human and material resources and their costing. The main sources of funding are the state allocation, funds raised through local collections and money offered by the individual (mainly in the form of tuition fee, etc.). Examples exist of a number of provinces where funds for primary education in the urban areas were drawn from State allocations and for rural areas from the State and local collections. In order to bring into full play the initiative of the locality in running the schools as also to promote further development of primary education, the existing management system has been re-organised. The state offers its allocation for each county as usual, and manages to increase it year after year. The county distributes the money among the townships in accordance with an overall planning based on their specific conditions in economy and education. Apart from their shares from the State allocation, the economically disadvantaged townships get extra allowances according to their requirements. With the initiative at both the state and local levels brought into full play, conditions for primary education have improved rapidly.

Running schools in a variety of forms

The duration of schooling for primary education varies depending on the development of an area—in urban areas it can be for six years whereas in rural areas it can be for five years. In addition

to full-time primary schools, simplified schools are run where only Chinese language, maths, general knowledge and lessons in morality are taught. In some classes, only Chinese language and maths are taught and the pupils are required to know some 2,500 Chinese characters and the four fundamental operations of arithmetic—addition, subtraction, multiplication and division. In remote areas, 6 or 7 years is not necessarily the age for starting school.

Special concern for disadvantaged areas

The counties which are backward, both in economy and in culture, and where the enrolment rate in primary schools is far below the average and where a high rate of repetition and drop-outs is found, special measures have been adopted. These include extra allocation of funds for education from the annual budget of the province. In regions where there is a shortage of qualified teachers, senior middle-school graduates can be recruited through an examination, and for a group of disadvantaged counties, a normal secondary school can be set up. The principals, deans and key teachers from other schools can be sent to this normal school for expanding education in that area. The teachers get excellent pay and special attention is paid to their conditions of work. They are paid more allowance every month in addition to the regular salary. They are also granted extra home leave every year and their travelling expenses are paid by the Government.

Literacy Programmes

Apart from paying adequate attention to promote and expand UPE, positive measures have been taken to organise literacy programmes. These measures include the following :

Systematic planning

In the implementation of literacy programmes care is taken that the tasks and responsibilities of the parties involved are clearly identified. They are given proper instructions with necessary support from the Government and the community. Vertical plans have been made for LP, starting from the micro-level, on the basis of a systematic investigation of the cultural conditions and the number of illiterates in different regions. Generally, in the township, contracts are drawn, according to which the task for LP is entrusted to an individual so that teaching, learning and the standard of literacy are guaranteed. The responsibility system has aroused the initiative of the locality in LP and improvements have been claimed in this field.

Strengthening of professional contingent

One person is responsible for the literacy programme in each township. He engages himself in the organizational work for LP or adult education in culture and technology under the leadership of the county and township governments. Teachers involved in LP are recruited in line with the policy of appointing "those who know teaching and recruiting local people of talent". Accordingly, local primary school teachers, educated youth, demobilized soldiers and retired people who have enthusiasm for LP, with education upto the level of junior middle school or above, and are capable of teaching how to read and write are chosen. Most of them render voluntary service and some get proper reward from the township or village. Those with outstanding achievements in LP are praised and awarded a prize by the provincial, municipal or county government.

Reinforcing management

In order to improve efficiency, management of literacy programmes has been closely related to the productive activities and life of the peasants. Regulations have been formulated for teachers and students and special efforts are made to mobilize and organise the illiterate as well as literacy work among adults. A regular examination is held at the end of the academic period. Every school works out its teaching plan and time-table, and it is expected that the teachers will make careful preparations so that the participants qualify in the examination. Teaching schedules are made to meet the needs of the farming seasons, with more lessons and sessions taken in the slack season. A year is divided into two or three periods, each consisting of a fixed number of teaching hours in which a definite number of characters are required to be learnt by the participants. In order to check on the results, criteria have been stipulated for the examination and acceptance of literacy undertakings. In the rural areas, those who know 1,500 common Chinese characters, read simple and popular newspapers and magazines, and write ordinary accounts and notes qualify as literates and are granted certificate after an examination by the township government.

The literacy programme is of two years spread over 180 hours in each year. Slack farming seasons of two months each in winter and spring provide opportunities for intensive learning of 13 hours a week, while in the remaining eight months, the learning is only once a month for about three hours only. The spare time technical education class is held twice a week for four hours. Spare-time junior middle

school classes have been started for children to let them continue their schooling, and factories also have spare-time schools. If more than 85 per cent of the children and the young and middle aged peasants in a unit or an area are literate, then illiteracy is considered to be basically eliminated and the unit or area is issued a certificate of merit as an encouragement. Women constitute the largest proportion of young and middle aged illiterates. A county-wise examination of about two hours is organised by the county education and cultural office, and those who pass it are issued a diploma. For a peasant, the test is that he should be able to read, write and use 1,500 Chinese characters, but for a worker it is 2,000 Chinese characters.

It is expected that a person who can read and write 1,500 Chinese characters will be able to read a newspaper which is the main instrument of continuing education. Special newspapers to reinforce the literacy acquired by the village folks are available. Spare-time primary schools also offer learning opportunities to the new literates. Specific norms have been laid down for attainment at the end of the post-literacy phase. A regular system of examination, like that for literacy programme, also exists for this phase.

Organisational Mechanism and Management

At the national level, there are separate departments of primary education and adult education. In each province, municipality and autonomous region, there is a Bureau of Education under which there are separate offices for primary and adult education. At the county level also there are separate officers responsible for primary edu-

cation and adult education, including literacy, post-literacy, technical courses, etc., but they have a common in-charge. At the township level, the position is similar. At the village level there is a leading group of villagers with the village head as its leader to ensure co-ordinated action for UPE and LP.

Primary school teachers are recruited at the county level and are trained in a county's normal secondary school. Non-teachers are even assigned to experienced teachers for learning and sharing of experiences. Literacy teachers are trained at the county level for a week. There is a strong system of reward and punishment for work. Government teachers are promoted for their exemplary work and given wide publicity. The unsuccessful ones are transferred and absorbed in other jobs in the county.

The community has given full support in terms of resources both for UPE and LP by providing for construction, maintenance and equipment for a primary school and literacy programme. Agencies and institutions besides the school, also render assistance to UPE and LP. Many factories run their own adult education/literacy programmes.

The primary schools offer standard courses in Chinese, Maths, General Knowledge, Science, History, Technology, Geography and Practical Labour, such as, music, painting and physical education. The courses of functional literacy and technical education in various fields are offered in literacy and adult education. Teaching-learning materials for primary schools are prepared and distributed at the Central/Provincial level of the Department of Education. In LP, basic teaching-learning material is prepared at the provincial level while some material for

post-literacy is prepared at the village or county level.

There are separate cadres for supervising primary schools and literacy classes, but both report to a common authority at the county level which co-ordinates both the programmes.

Rules and regulations have been framed for the completion of literacy course by illiterates so that the literacy plan is achieved. In the village Chang-hong it was noted that adolescents below 15 years, who failed to complete five years of primary schooling were not allowed to join factories in the township and village either as apprentices or workers, and a fine of 15 Yuan each year was imposed on them. Similarly, the illiterates who could not complete the literacy course within the stipulated time were not given jobs in factories or chosen as cadres and had to pay 15 Yuan each year as literacy fee. Illiterate workers and cadres unable to reach the literacy standard within the fixed time are liable to be removed to other posts or dismissed, and those who complete the literacy course in time get certain material rewards.

Observations

Literacy is accorded high priority in China and consequently programmes of Universal Primary Education and Literacy have come to be regarded as two of the country's significant programmes. Apart from these, as part of peasant education programme there is also provision for spare-time primary and secondary education, elementary technical education, and secondary and higher professional education. The Government of China considers education necessary for modernisation and development. It has, therefore, taken concrete measures to ensure that every child of school going

(Contd. on page 20)

Hundred Per Cent Literacy : Perspective and Plan

S. C. Dutta

Cent per cent literacy, says the author, does not exist even in highly developed countries of the world. Stressing the need to be realistic he says that it should be a matter of satisfaction if by 1990 we can raise the literacy percentage of women to 66 and that of men to 85. Making some practical suggestions, he further observes that the task would be easier if we restrict our goal to functional literacy as distinguished from academic literacy.

HUMAN resource development has of late been accepted as an essential component of all our developmental activities and projects, and for this education is the capital input. Unfortunately, while this is accepted in theory, in actual practice the capital outlay on education is meagre, compared to our needs and requirements. If we examine our expenditure on education from 1951, it shows a sharp decline. 'Social services', including education accounted for 21 per cent of the plan expenditure in 1951-56, but by 1979-84, it fell to 14 per cent. Within social services, the share of education was 37 per cent in the first five year plan. By 79-84, it came down to only 18 per cent of the expenditure on social services. This shows top-sided planning of our economists, who should understand the meaning and implications of 'human resource development' and realise the importance of 'education' as a necessary capital input for growth and increased productivity.

During the seventies, there was a surfeit of talks, seminars and conferences resolving to banish poverty. Different governments, during this period, cried themselves hoarse talking against poverty, little realising that unless the struggle against illiteracy and ignorance becomes part and parcel of the

struggle against poverty and inequality, all our efforts to raise the majority of our people above the poverty line will fail.

Human Resource Development Efforts in India

India is one of the largest reservoir of human potential as a resource, but as stated earlier, it has a dismal record of efforts towards developing this resource. Along with it, this non-productive capacity is increasing at a pace faster than our ability to utilise it, to feed it, and to provide basic amenities and training to make it productive. This makes it necessary for all of us to make a frontal attack on population growth. If provision of basic amenities to the poor is essential, curb on galloping population growth is also necessary. Planners, politicians, and local leaders must establish this correlation and educationists must also cooperate in driving home this truth. The media must play its role in educating and informing the people on the need for curbing population growth.

Thus, struggle against poverty must include attack on population growth, illiteracy and ignorance.

Role of Adult Educators

Adult educators, concerned with the poor, depressed and unprivileged must take up the responsibility of making men and women aware of the need to commence this three pronged attack to win the war against poverty. This places a great responsibility on adult educators. It also clearly indicates the importance that must be placed on women's education. At a recent meeting of the reconstituted National Board of Adult Education, the representative of the Indian Adult Education Association suggested that the remaining period of

the sixth plan should be utilised for starting adult education centres for women, because an educated woman is an asset to the family and the society. This suggestion has now received the support of the World Bank. *The World Development Report*, in answer to the question "How would a rapid fertility decline be achieved? suggests: Education, especially education for women". It says: "More education for women is one of the strongest factors in reducing fertility". The study indicates that educated women are more likely to know about and easily adopt new methods of birth control; moreover, income-earning women acquire higher status in the home and this enables them to talk more openly about birth control with their husbands, leading to effective contraceptive use.

This socio-economic structure of our society, our out-moded customs and traditions where "sons are considered more important and desirable, have made the woman, hand-maid of outworn social system." But by education, ignorance can be removed, reason can destroy the irrationality of our differentiating between a son and a daughter. A ruthless attack on population growth will succeed only if we can wage a relentless and well-conceived war against illiteracy and ignorance of women.

Strategy for Cent Per Cent Literacy

The strategy for achieving cent per cent literacy by 1990, will have to be based on realistic appraisal of the need, requirement and resources of each district of this vast country. As part of realism, we must shed the usage of 'cent per cent'. Nowhere in the world can we find the entire population literate. Even in highly developed countries like Australia, Canada, Soviet Union, the United

Kingdom and the United States, there are a large number of illiterates. In the Indian context, it should be a matter of great satisfaction if by 1990 we can raise the literacy percentage among women to 66 and among men to 85, taking the average upto 75 per cent or so. This would mean making about 7.5 crore men and women literate by 1990, in the country.

To achieve the threefold goal of spread of education, curbing population growth and reducing poverty and inequality, we need a realistic district level plan. We should know the districts which come within the jurisdiction of a University, their population and the number of illiterates and literates. Similarly, it is also necessary to know the number of colleges, schools, teachers, and students studying in middle and senior secondary schools. In short, we should have an inventory of our needs and resources, which should include a detailed description of all the developmental activities, so that a clear-cut linkage is established between educational and developmental activities, areas of responsibilities are demarcated, and integrated and coordinated effort is undertaken.

As for the level of literacy, we should not think in terms of teaching/learning a set number of words but should aim at functional literacy, which means knowledge of reading and writing of such words as are commonly used in one's daily life and are necessary in the performance of our duties and responsibilities. If we restrict our goal to functional literacy as distinguished from academic literacy our task will be easier, the learners will achieve literacy in much shorter time than anticipated by arm chair planners.

A target which can be easily achieved within a short time and is related to one's day-to-day needs is a great motivation for a learner. If the teaching/learning materials deal with the learner's milieu, work-life and aspirations, learning becomes joyful and therefore easy.

An educational activity which can help in increasing one's income, improving health and hygiene and environment will have great attraction for learners. Vocational education will also accelerate adult literacy.

"Learn while you earn", is a well-known saying and is more applicable in the case of adults.

Some Practical Suggestions

Given below are some practical steps which if followed can accelerate the process of eradication of illiteracy.

One step is to put name plates on the huts, hamlets and houses of individuals in villages, towns and cities. Since the names are known, the name plates will help illiterates to recognise letters and words, and make learning easier.

Second step is to put wall newspapers carrying headlines of important news at a prominent place. Somebody can read it loudly and may be a discussion is started, providing an opportunity for imparting knowledge, information and literacy.

Third step is to print alphabets at prominent places in villages to make learners familiar with them.

Fourth step is to bring out a local district level newspaper in easy to read language and in bold letters giving developmental information and news concerning the common people of the area, about their joys and sorrows, marriages and deaths, successes and failures,

etc Commercial houses which sell goods used in developmental activities could be persuaded to finance such ventures by giving advertisements.

Fifth step is to persuade affluent families to pay about Rs. 25/- per month to those families, who cannot afford to send their girls to school because they want them to do domestic chores. This programme of adopting poor families is going on in Maharashtra and can be taken up by other States also.

Sixth step is to start non-formal education centres, early childhood education centres along with adult education centres for women. The response of women learners to these is likely to be good, because they will not have to worry about their small children then.

Seventh step is to make literacy an essential component of Integrated Rural Development Scheme, National Rural Employment Programme, TRYSEM, and other development schemes of the Department of Social Welfare like ICDS and programmes of Ministry of Health and Family Welfare.

Eighth step is to set up a students' brigade for literacy. This brigade consisting of college and school students should create an atmosphere in favour of literacy and organise themselves in batches to eradicate illiteracy. The NSS, NAEP and NCC units in Colleges and SUPW (Socially Useful Productive Work) groups in schools should for the first five years devote

themselves to fighting this curse of illiteracy and ignorance. Similarly, youth brigades could be organised by Nehru Yuvak Kendras.

Ninth step is to follow "Each one, teach one" principle. Those who cannot spare time to undertake this work should be made to pay a cess of Rs. 100/- per year to the Government and it should be the responsibility of the Government to use this Adult Education Cess for the purpose for which it is meant and not divert it for the benefit of the rich.

Tenth step is to set up a voluntary organisation of dedicated, socially conscious community workers, who would act as watchdog, catalyst and coordinator of all the activities organised by the Government for the benefit of the poor, depressed and unprivileged in a district. The Government and the voluntary organisations should utilise educated women, ex-servicemen and educated youth to galvanise people for reducing illiteracy in the countryside.

Words like "war" or "war-footing" are very high sounding. However, in conclusion it must be said that an all out effort should be made, utilising all means at our command, to make the people *realise* the impediment that illiteracy is to our success, and to *gird them* up to fight this curse. With bold and determined leadership, and coordinated and joint action by voluntary organisations and the State machinery we are sure to succeed and that too in a short time. ●●●

Adult Education in Bihar : An Appraisal*

Prashant K. Ganguli
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THE A. N. Sinha Institute of Social Studies, Patna, conducted a study in September-October 1983 to evaluate the adult education programme implemented through the State Government in the Dumka District, predominantly inhabited by a tribal community, in the State of Bihar. Two of the four projects being run in the District were selected for study—one was Rural Functional Literacy Project in Shikaripara and the other was State Adult Education Project (SAEP) project in Kathikund. The data was collected by four investigators with the help of five separate schedules for interviewing Project Officers (POs), Assistant Project Officers (APOs), Supervisors, Instructors, Learners and Drop-outs. In addition, each investigator was expected to keep a detailed account in his diary which was later used for the analysis of the information gathered.

A sample of 20 per cent adult education centres was drawn randomly from the two projects. The main consideration was that the centre should have functioned for at least six months at the time of investigation. The total number of centres finally identified for

Fifth in the series of the studies conducted by the A. N. Sinha Institute of Social Studies, Patna, to evaluate the adult education programme in the State of Bihar, the present study is an appraisal of two projects being conducted through the Bihar Government in the State's Dumka district predominantly inhabited by a tribal community. Based on data from 58 centres, the study comprises the views of all those involved with the projects—right from the project officer to the learners, including drop-outs.

* Summary of the authors' original report prepared for the Journal by Mr. R.S. Mathur, Joint Director, Directorate of Adult Education with the assistance of Mr. S.V. Subramaniam, Sr. Statistical Assistant in the Directorate,

data collection was 58—30 in Shikaripara and 28 in Kathikund. Of these 21 were for men, 16 for women and the remaining 21 for both men and women. Majority of the centres were exclusively for scheduled tribes. Only six centres were for scheduled caste groups in Kathikund. Most of the centres were organised at the instructors' house. Some were also organised at learners' house. Two women's centres and one mixed centre were held at *Mukhiya's* house. Most of the centres could hardly accommodate 30 learners. None of the centres were electrified and the lighting arrangements were generally poor. Kathikund project needed more attention with respect to lighting and seating arrangements. Apart from the POs and APOs all the instructors and supervisors of the two projects were interviewed for the study. As for learners, five learners were selected randomly out of those present on the date of data collection. A total of 290 learners—150 in Shikaripara and 140 in Kathikund were finally interviewed. As for drop-outs, all the drop-outs were to be contacted. However, only 29 of them—11 in Shikaripara and 18 in Kathikund could be interviewed.

The Findings

Project Officers' Views

The study was taken up with the view that the pedagogical network created by the programme to educate millions of illiterate adults is actually dependent on the core functionaries and therefore their contribution should be analysed and understood.

Contact with the two POs revealed that they were not fully satisfied with the role of the Directorate, though the District Adult Education Officer (DAEOs) seemed to have given necessary help

to the POs. Lack of genuine and desired degree of cooperation from a number of Government officials and developmental functionaries was found to be a discouraging feature.

The PO (Shikaripara) felt that irregular flow of funds from the Directorate was responsible for the late payment of honorarium to instructors and that follow-up programme also suffered on account of non-receipt of funds from the State Directorate. The delay in starting the post-literacy work was of more than one year after the conclusion of the basic phase of adult education. Naturally, the learners did not get opportunities to continue their education as part of the post-literacy effort. Even the second phase of instructors' training could not be organised because the Directorate did not convey its approval of funds, and any initiative taken by the PO either to supply kerosene or to make the learners comfortable at the centres by providing mats, lighting, etc., was not appreciated, rather he was penalised.

The PO (Shikaripara) also observed that the Instructors and Supervisors were not always well-informed and were also sometimes negligent in performing their duties. When asked to perform their duties properly they united to thwart the decisions of the PO and resorted to trade union type of activities, behaving indifferently when action was taken against them. The APOs felt that on an average the instructors did not possess adequate qualifications and one of the APOs (Kathikund) was also critical of the decisions of his PO. APOs also realised that in the absence of adequate follow-up programme, a number of neo-literates were likely to relapse into illiteracy. They suggested that the honorarium of instructors be revised from Rs. 50 to 100 per month.

The APO, Kathikund was particularly critical of the PO and levelled several charges against him, including misuse of Government funds and office premises for residential purposes. The PO (Kathikund), it was reported did not let the project staff use normal office facilities causing them great hardship and inconvenience. It was also reported that the office vehicle was seldom used for visiting far-flung areas.

The conclusion drawn by the evaluators is that the two adult education projects in Dumka District have signs of malfunctioning and effective measures are necessary to ensure that the functionaries—right from the PO to the lowest level—develop a better rapport, and work with team spirit. Frequent confrontation among the staff of the project, evaluators felt, is a feature which requires action on the part of the State Administration.

Supervisory Personnel

Of the 19 Supervisors interviewed (9 from Shikaripara and 10 from Kathikund), only 7 were women and the proportion was even poorer in Kathikund where only 2 out of 10 were women. Most of the Supervisors were in their twenties or thirties and one-third of them were graduates. All of them were trained. A large number of Supervisors said that they had joined the programme with the motive of social service, and some felt that since adult literacy was necessary for all-round development in the rural areas, they had decided to work for this programme. There was no uniformity in the quantum of work assigned to the Supervisors working for the two projects. There were instances where a Supervisor was responsible for 25 centres while some others had hardly 10

centres to look after. As for work done by them, one-third of the Supervisors mentioned that they generally made enquiries about the progress made in learning, the type of teaching methods used, identified the difficulties faced by instructors and learners, and tried to solve them. They said that they also discussed with the learners matters concerning health, family welfare and other social issues to raise their level of awareness.

When asked to indicate the procedure adopted for selecting villages for opening adult education centres, most of the supervisors said that backwardness in terms of literacy level had been the main consideration. After the selection of villages it was for the Supervisors to identify a place where the centres could be organised. Most Supervisors felt that the convenience of the learners and their preference for the place were given due consideration in setting up centres. However, cleanliness and sometimes villagers' choice sought through a meeting were also taken into account. As for appointment of Instructors, the Supervisors gave due consideration to people from backward and other socially disadvantaged groups provided they had the requisite qualifications, spirit of social service and willingness to serve in rural areas. Most of the Supervisors felt that the training given to them was quite stereotyped and that they in turn generally covered the same content.

With regard to the nature and quantum of help and cooperation from the local communities, 14 supervisors reported that *mukhiya* and *sarpanch* of the villages helped in various ways, for instance by helping in conducting surveys to determine the possible clien-

tele group, motivating learners, selecting instructors and locations for centres, etc. There were, however, very few instances of villagers taking any interest in the regular functioning of the centres. Cooperation received from the Block Medical Officer was specifically mentioned by the Supervisors as an example of inter-departmental cooperation and linkages with other agencies.

As for the difficulties, the problems of transport, and accommodation in the villages, particularly for women supervisors were highlighted by the Supervisors. These, they said, prevented them from having closer contact with the learners and the community.

They also pointed to the limitations faced due to lack of boarding and lodging facilities at the time of training. Most of them suggested that the block offices should examine the feasibility of providing accommodation at the place of training. The supply of teaching/learning materials was referred to as another weak area by most of the supervisors. It was also felt that unless stronger linkages with developmental schemes were established, the rural folk would consider programme of adult education as that of formal literacy, and that the problem of migration, that is, learners leaving villages in search of employment, which was already very acute and causing a great setback to the success of the programme, would continue. As regards suggestions for improving the programme, one-third of the Supervisors were of the view that the duration of the programme should be increased beyond 10 months and that it should be linked with definite schemes of rural development.

The Instructors

Of the 58 Instructors (44 men and 14 women) almost all had qualifications

above 8th class and 13 per cent were either matriculates or above. All of them were trained, but only for the first phase, and the second phase of training was never organised. Practically all the Instructors belonged to the villages where the centres were functioning. The primary objective with which they had joined the programme was to be of some service to the community or to educate their illiterate brethren. Majority of the Instructors conducted door-to-door campaigns in the villages to enrol learners. 15 per cent of them faced great difficulty in motivating learners. 80 per cent of the Instructors said that they did not face any problem in getting the supervisors. Only 10 per cent of the Instructors complained that Supervisors never visited their centres. Another 11 per cent were critical of these visits because the Supervisors, they said, did nothing but put their signatures in the register when they came to visit the centre. 79 per cent of the Instructors said that the PO never visited their centres. The Instructors mentioned that apart from teaching the skills of literacy, they also covered topics such as civic rights and duties, minimum wages, untouchability, problems connected with child marriage and importance of family planning. However, when asked about the extent to which they were satisfied with the learners' achievement in literacy, 40 per cent of the Instructors considered their performance as unsatisfactory. Similarly, in numeracy 45 per cent rated the learners' achievement as unsatisfactory and as for awareness, 38 per cent considered the level of attainment as unsatisfactory. Apart from the assessment by the Instructors, the evaluators also assessed the performance of the learners.

The evaluators' overall impression from the response of the POs, APOs,

Supervisors and the Instructors was that there was a need for team work and a better, cohesive approach to the programme. Sometimes the project functionaries did not see eye-to-eye and as a result the programme's linkage with other developmental schemes got affected. The evaluators felt that there was no spontaneous interaction between the two programmes and different functionaries at any level. Whatever cooperation was seen, was very superficial.

Learners' Response

Thirty-two per cent of the respondents were women but in Kathikund project their percentage was only 18 per cent. Kathikund being a tribal area needs greater attention with regard to women's enrolment. In both the blocks, majority of the learners were from scheduled tribe communities. In Shikaripara, 21 per cent of the learners were Christian and 10 per cent Muslim—all the Muslim learners were women. In Kathikund, the percentage of Christian learners was 8. Most of the learners did not have previous schooling. The attendance of the learners in the week preceding the investigation was found to be not very satisfactory—only 15 per cent of the learners in Shikaripara and 10 per cent in Kathikund attended the programme for all the six days. The project in Kathikund was also found to be irregular in organising the centres and also in matters of supply of teaching/learning materials. The situation was not so bad in Shikaripara as revealed by the responses of the learners. The learners joined the programme basically to acquire the skills of reading and writing, and the main source of motivation in both the projects was the Instructor, but in Shikaripara, family members also contributed to this. In

Kathikund, on the other hand, the *mukhiya* of the village, the Supervisors, village leaders, and others also helped in motivating the learners to join the programme. This increased involvement of the community was perhaps responsible for the people's dissatisfaction with the functioning of the programme in Kathikund and they made their own suggestions to improve it. This is evident from the responses of the learners who were not very enthusiastic in Kathikund, when asked if they would advise their friends to join, only 24 per cent replied and that too in negative. Thus, unlike the favourable attitude displayed by the learners of Shikaripara, the Kathikund learners were not sure of the utility of the programme. They were, however, vocal in demanding separate building for the adult education centre so that better learning could take place.

Drop-outs

In all 29 drop-outs were interviewed, and it was found that most of them had left the centres after two months. The drop-out rate was higher among men as compared to women. Again, it was higher in Kathikund as compared to Shikaripara. It is, however, difficult to say whether drop-out rate in any particular community was higher than the other. Since the coverage of Hindu learners was higher in the programme, the drop-out rate was also naturally higher in this community. Most of the drop-outs were from relatively younger group (15-24). The main reasons given by the drop-outs showed that family problems came in the way of learning. An indirect suggestion of some of the drop-outs that the Instructors should not come drunk to the centres shows that this can also be a reason for some learners leaving the programme. In fact this should be investigated and action should be taken

by the State Govt. against such instructors.

Learners' Performance

It was found that 91 per cent of the learners had acquired proficiency in reading the alphabets, but only 59 per cent learners could read simple sentences. The performance of the male learners in Kathikund block appeared to be better as compared to Shikaripara, while women learners seemed to do better in the latter. Practically the same findings came to light when the writing test results were analysed. 80 per cent of the learners from Shikaripara block mentioned that they could write letters and in Kathikund all the learners claimed that they wrote letters to their relatives. However, when asked to write letters and application, majority of them (33% in Shikaripara and 96% in Kathikund) failed to write. As compared to reading and writing ability, the achievement of the learners in numeracy appeared to be poor. Only 50 per cent of the learners could do some counting. The overall picture relating to achievements in literacy and numeracy was not discouraging but the local people felt that acquisition of the 3 Rs had very little practical value in actual life. It was also pointed out by them that arrangements for continuing education were necessary so that the newly acquired literacy skills were not forgotten by the learners. In tribal areas, it is commonly felt that education does not help in improving one's livelihood and time lost in education means money lost which could have been earned through gainful employment at home or in fields. The tribals continue to employ old traditional methods at work and spend their leisure time in a free manner. It is necessary to make them realise that adult education not only promotes literacy but would also help them im-

prove their living conditions through change in attitude. It is necessary to link adult education with income-generating activities so that with the improvement in the standard of living the people would realise the importance of education and would also be able to derive benefit from developmental schemes. Efforts were also made to assess the learners' achievement with regard to the components of awareness and functionality. The learners were asked to indicate their awareness about different institutional benefits and also the sources from where they came to know about them. It was observed that some of the facilities about which the learners should have been aware were still not known to them. Whatever information they had about institutions, facilities and functionaries had been generally acquired through the instructor. The knowledge of the learners about most of the developmental institutions and functionaries in general, was not very satisfactory and the level of awareness shown was of a very superficial nature. The learners were also asked to indicate their awareness about certain social legislations relating to the legal age of marriage for men and women, provisions of Anti-dowry Act, Minimum Wages Act, Mutation of land and *patta* for land. About all these items, the level of awareness was found to be quite low. Obviously, the instructors did not cover these topics in adequate detail. The learners' awareness about democratic institutions and participation in democratic processes was also assessed by asking them about the actual act of voting and whether they had voted in Panchayat elections or in Assembly elections or Parliamentary elections at any time. It was noted that

the level of awareness in the two projects differed considerably.

While 90% of the learners from Shikaripara block had voted in Panchayat elections, only 26% in Kathikund had done this. There was marginal difference in their participation rate for Assembly or Parliamentary elections. The data never the less indicated that there was a considerable degree of awareness among the learners about the need to participate in elections and they had also evinced interest in the same. While the evaluators did not make any

specific attempts to measure the gains in functionality, they based their observations on the actual responses of the learners about the manner in which the programme had helped them in improving their functional skills. 21 per cent of the learners felt that there was definitely an improvement in their skills and 17 per cent mentioned that such an improvement had brought them additional income. The learners were also conscious of their rights and responsibilities and developed a favourable attitude towards saving and agencies of social control. ●●●

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age gets primary education and every adult who is illiterate gets covered through a literacy programme. The plans for UPE and LP are made by provinces, counties and villagers with a view to modernising their own communities. Efforts are made to see that literacy plans are relevant to local conditions and also take into account variations between regions. In fact, the centre itself has directed the regions to work out their own relevant plans and take effective measures to eradicate illiteracy. In places where the economic conditions are less favourable and education is less developed, lower objectives are fixed and progress is not ex-

pected to be as fast as in normal conditions. Flexibility is permissible in view of special circumstances prevailing in a particular area. Both for UPE and LP strong community support is regarded as a very positive feature.

However, teaching/learning materials for literacy and post-literacy classes do not contain many illustrations, pictures and charts. Village reading rooms and libraries are also not widely set up. The number of journals can also be increased. The duration of training, both for teachers in the primary school and LP programme, seems to be short and the teacher-pupil ratio in professional courses perhaps also needs to be improved. ●●●

Adult and Continuing Education : The Indian Scene

Savita Markanda

Adult education in our country, says the author, has often been treated as synonymous with adult literacy, causing considerable harm. While the former, she states, includes the latter, it would be erroneous to accept the converse as true. Eradication of illiteracy, however, she feels, is still one of the major concerns of the Government. But for the retention of literacy and for preventing obsolescence of various educated groups in the present world of expanding knowledge and fast changing technologies, she further stresses that education will have to be accepted as a continuing and life-long process, and goes on to discuss the continuing education programmes being run by various agencies.

AFTER independence, India accepted the goal of creating a new social order based on freedom, justice, equality, and dignity of the individuals. The realisation of this goal will depend upon the awakening of the masses. A society can achieve economic development, social transformation, and effective social security, only if the citizens are educated to participate in its developmental programmes willingly, intelligently, and efficiently. This is all the more important for the Indian society characterised by mismatches between education and developmental needs.

In 1947 when India became independent, its literacy rate was only 14% and now, while the literacy rate has gone up, the absolute number of illiterates has also increased. According to the 1981 census there are 115.2 million illiterates in the age group 15-35 while the overall literacy rate is 36.74%. The increase in the number of illiterates has been mainly due to failure to provide universal elementary education in the age group 6 to 14; abnormal increase in population; half-hearted approach in the implementation of adult education programmes; and a high drop-out rate. Adult education has a long history in India. In the past there were several interesting forms of non-formal adult education so that an average Indian,

who may have been illiterate for lack of access to formal education, was still a man of culture and character. But this system of non-formal education had its weaknesses, it made people tradition bound, and restricted social mobility. Besides, overemphasis placed on formal education led to the neglect of this tradition of non-formal education, resulting in overwhelming figures of illiteracy.

Though eradication of illiteracy is one of the major concerns of the Indian Government and people at large, it would be erroneous to treat adult education as synonymous with adult literacy. This mistake has already done considerable damage to the cause of adult education in our country. Adult education includes adult literacy, but the converse is not true. History of adult education during the last 30 years shows that many literacy drives were organised at State or lower levels, and that though these were characterized by considerable drive and enthusiasm they faded after a few years. The main reasons for the petering out of these drives according to The Education Commission (1964-66) were: (a) limited campaigns to achieve a significant advance and penetrate enthusiasm for further effort; (b) sporadic and uncoordinated attempts in the sense that Government departments, voluntary agencies, educational institutions, and individuals did not seek collaboration with other agencies, and preferred to work in isolation; (c) hasty launching of programmes without a planned survey of the functional needs and interests of adults; and (d) least attempts for awakening public interest and stimulating the desire to learn, and inadequate provision for follow-up work.

Our adult education programmes in

the past were mainly concerned with imparting knowledge of the 3 Rs without any follow-up programmes, and were not in the least connected with the felt needs of the learners, resulting in lack of motivation on their part. It cannot be denied that our Government has made efforts in this direction. Separate budgetary allocations were made for adult education in our Five-Year-Plans (percentages show the budgetary allocation for adult education out of the total education budget): Rs. 50 million, accounting for 3.48 per cent, in the First Five Year Plan; Rs. 50 million, accounting for 1.4 per cent, in the Second Five Year Plan; Rs. 250 million, accounting for 3.31 per cent, in the Third Five Year Plan; Rs. 262 million, accounting for 3.33 per cent, in the Fourth Five Year Plan; and Rs. 180 million, accounting for 1.4 per cent, in the Fifth Five Year Plan.

On October 2, 1978, National Adult Education Programme (NAEP) was launched. The target of the Programme was to cover by 1984 the entire illiterate population in the 15-35 age group (estimated to be 100 million in 1976) by mobilising all possible resources at the Central, State, and local levels. The Central Government in its Draft Plan 1978-83 earmarked Rs. 2,000 million (200 crore), accounting for 10 per cent of the total education budget, for the programme. This was in addition to the financial support to be offered by the States and voluntary agencies.

The programme had three integral components, that is, literacy and general education, functionality, and awareness. In October 1979 a committee under the Chairmanship of Dr. D.S. Kothari was appointed to review the working of NAEP in all its aspects. The com-

mittee observed, "The programme has been largely confined to literacy which is not as effective as it should be. Its functional aspect is almost non-existent." Objections were, however, raised to the setting up of the committee itself. It was argued that a programme as massive as NAEP could not be reviewed fairly barely after an year of its launching. But there were many factors which had led to the appointment of the review committee. There was a change in the Government at the Centre at the time when the Sixth Five Year Plan was being finalised. The new Government obviously wanted to have a fresh look at the NAEP before allocating funds for it. After examining various proposals about the usefulness of this gigantic plan, the new Government in the Sixth Five Year Plan fixed the target of 100 per cent coverage of the age group 15-35 by 1990, and allocated Rs. 128 crore for the same. Adult Education Programme was also included in the new 20-point programme of the Prime Minister. All the State Governments were instructed to open a specific number of adult education centres; allocate additional funds, besides their share of the funds from the Central Government; review the programmes off and on, appoint able functionaries, and look into the problems and difficulties faced by them and make improvements in order to ensure smooth and successful functioning of the programme.

For the achievement of the objective, different programmes of formal, informal, and non-formal nature will have to be organised, and all available sources, organisations and agencies universities, schools, mass media, and people's organisations, will have to be involved in the adult education programme.

Continuing Education in India

In India, eradication of illiteracy is no doubt the primary concern, but then there is also the problem of preventing neo-literates and semi-literates from relapsing into illiteracy, and literates from becoming victims of obsolescence due to fast expanding human knowledge as a result of scientific and technological advancements. It is indeed surprising that little is being done to help literate adults retain and use literacy. Concern is shown only when they relapse into illiteracy. As such, the necessity of organising comprehensive adult education programmes cannot be ignored. Education is timeless and is continued throughout one's life. It is open-ended in its locale and can be acquired at any and many places—in the school and college, at work, at play, in temple, mosque or church, in cultural manifestations and centres, with no limits to the time and means of acquiring education.

The concept of continuing education presumes some educational base on the part of a person which can be continued. It is applicable to all persons, no matter whether they have been to school or not, and irrespective of the profession they are in—be they farmers, housewives or artisans. Take the example of a farmer. He is educated in his own field of work through informal means, his elders and the farm being his teachers. Seeds, water and fertilisers are his text books, and his success or failure is assessed by the harvest outcome. Similarly, there are other groups of people who are formally considered illiterate but are educated. Their further education must be based on and in continuation to the education already received by them. This is also the basis of the concept of

functional education and functional literacy.

In the Indian context, continuing education assumes importance in two ways: first, for a literacy programme to be enduring, useful, and lasting it is essential that literacy teaching is followed up and ultimately merged with the process of learning which can be made possible through continuing education; secondly there is a need to organise continuing education programmes for school drop-outs, educated unemployed skilled youth, professionals, semi-skilled groups, older members of the society and women.

The University Education Commission (1948-49), The Secondary Education Commission (1952-53) and the Education Commission (1964-66) set up by the Government of India to evaluate our educational system and suggest improvements in the quality of education—the most potential tool for bringing about social change, modernization, industrialization, and cultural uplift—recommended that continuing education avenues be provided for the drop-outs, professionals, and other workers in different fields.

Adult education term includes both literacy and continuing education and India, as the Education Commission (1964-66) has observed, will be required to gear its resources to eradicate (a) mass illiteracy; (b) launch universal elementary education programme to arrest further growth of illiteracy, and (c) provide facilities for continuing education to men and women permitting flexibility at entry, and exit points, depending on the availability of resources.

J.P. Naik Committee (1979) recommended operational models in the form of village continuing education centre; education centre with continuing education facilities; mobile libraries with continuing education facilities; and existing

village libraries with continuing education facilities, for organising post-literacy and follow-up programmes.

Continuing education assumes greater importance in our country because of the fact that the present education system has no relevance to the needs of development, and has no linkage with life. A survey indicated that in spite of educational planning of three decades, 94.02 per cent of the rural population, and 87.9 per cent of the urban population had no skills. The staggering figures of the educated unemployed speak for themselves. As reported by the *Tribune* (Sept. 28, 1983), the number of unemployed graduates and post-graduates registered with employment exchanges is 1.77 million. These youth need to be given training in different skills through continuing education programmes in order to help them earn their own living.

Agencies Involved in Continuing Education

A variety of programmes for the in-service education of teachers, doctors, military personnel, civil servants, and managerial personnel in industry and business houses are already in vogue in the country. For example, the All India Council for Secondary Education, the State Institutes of Education, the State Bureaus of Educational and Vocational Guidance, the State Evaluation Units, the State Institutes of Science, the Bureau of Audio-visual Education, the Regional Institutes of Languages, and the National Council of Educational Research and Training, are looking after the in-service professional needs of teachers upto the secondary school level. The University Grants Commission has made special provision for summer institutes in different disciplines to

orient college and university teachers to the latest know-how in their fields. Besides, certain foreign agencies like the British Council, the United States Educational Foundation in India, and the Unesco, also provide opportunities for in-service education to teachers in the country. These organisations conduct seminars, organise workshops, and provide facilities for training for teachers serving at various levels.

The institutes of medical sciences in the country have opened avenues for further specialisation for in-service medical professionals. Agricultural universities have their own extension units/wings to promote an awareness among farmers to make use of the latest know-how in agriculture, animal husbandry, horticulture and other related fields. They have succeeded in reaching the farmer's door-step. Then there is the Central Board of Workers Education which initiated the movement of workers' education in 1958. Other agencies which sponsor workers' education in the country are: the Central Government, the State Governments, trade unions, and voluntary organisations like Indian Adult Education Association. In India continuing education facilities are also provided to civil servants by the Training Division of the Ministry of Home Affairs. Professional institutions such as, faculties, departments and institutions of management, engineering and polytechnics also provide continuing education programmes for their respective clientele.

Adult/Continuing Education Programmes of Universities

Education is a sub-system of the society and is closely related to its cultural, economic and political aspects. But at present, most of what is taught

in the universities is irrelevant to the students' needs, and has alienated the intellectual community from the people and the basic problems of the society. Universities can no longer ignore the demands of the society at large and they will have to broaden their educational functions to meet the new challenges. This has been realized throughout the world, and as a result Universities all over the world have opened Adult/Continuing Education departments.

Indian Universities have also made efforts in this regard. Some of them have been doing extension work for a long time now. Mysore University's Department of Extension and Publications has been offering lectures on different subjects in the local language since 1932. Poona University's Board of Extramural Studies has been active since 1948. Rajasthan University started Adult Education Department in 1962. But the number of such universities has been very limited. Departments of Correspondence Courses have been functioning in the Indian universities since 1962. At present, there are 24 Correspondence institutions in different Universities, preparing over 80,000 students for various university examinations. Many universities are also running evening colleges for the benefit of in-service persons.

While in other countries the concept of continuing education has been accepted in practice for the last 75 to 100 years, in India serious efforts to promote education as a continuing and life-long process was first made in 1961 by a small band of dedicated academicians under the leadership of Dr. Mohan Sinha Mehta. In 1967 Indian Universities Association for Continuing Education (IUACE)—a voluntary organisation—was set up. The University Grants Com-

mission has also contributed towards the promotion of continuing education in India. Apart from financing partly and sponsoring some of its programmes, the Commission gives grants to Universities for setting up departments of adult and continuing education, and has also worked towards conceptual clarification by spelling out aims, objectives, programmes, methods and organisational set-up of continuing education. Quite a few conferences, seminars, symposia and workshops, both at regional and national levels, have also been organised to not only involve universities but also to determine their role in continuing education.

There are three major organisational patterns of continuing education operating at the university level in our country. These are:

—Continuing Education Department as a teaching department similar to other university departments, like the one set up at the University of Madras.

—Continuing education as a non-formal education unit.

Continuing Education Departments offering general programmes emphasising the extension role, like those operating at SNDT, Bombay, Poona, Baroda and other places.

At present, 68 universities and 705 colleges are participating in the programme of adult/extension education, by organising adult education centres all over the country, with special emphasis on scheduled castes/tribes, women and backward classes. The U.G.C.'s plan to involve all the universities and colleges in the country in the Adult Education Programme is under way.

The areas in which cooperation of universities and colleges would be

sought are : developing need-based curriculum and teaching/learning material ; organising training programmes for functionaries at different levels; preparing evaluation tools and undertaking evaluation studies, which would also help in formulating follow-up programmes ; identifying community needs; and carrying out applied researches. It is being proposed that adult education and community work should form part of the curriculum, and both teachers and students should be given academic credit for it.

The centres of continuing education in the universities can act as catalytic agents by offering ground for conducting experiments and developing need-based courses and innovative approaches, and making maximum use of the physical and human resources available in educational institutions and the community. Methods adopted in these centres are usually non-formal in nature and involve the use of work-experience, field visits, extension lectures, and use of mass media.

Continuing education facilities are provided by our universities also through their correspondence courses ; evening classes ; professional upgrading courses for managers, technicians, skilled workers, agriculturists, doctors, and engineers organised by professional institutions ; through community programmes for urban workers, illiterates and for rural areas catering to farmers, women, youth, and artisans; and through seminars, conferences, symposia, public lectures and discussions.

The UGC will promote research in Adult/Continuing education, as part of regular research programmes of the universities and colleges. They have been told to develop educational programmes, with special reference to

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Characteristics of an Effective Instructor : A Study

P. Adinarayana Reddy
G. Chalapathi Reddy

The instructor is the most important functionary on whose competence the success of any adult education programme largely depends. The increased emphasis on functional literacy and awareness with the launching of the national level adult education programme in 1978, has further underlined the need to evolve a suitable criterion for selecting personnel for this key function. The present study is an attempt to identify the characteristics of an effective instructor.

THE instructor is the actual 'doer' in any programme of adult education in the community. He is the organiser of centre, teacher of literacy, generator of awareness, helper in economic development, mobiliser of resources and the recorder of the process of change and learning. To fulfil the above roles, the instructor should possess some basic characteristics which would help him to do his job effectively.

Not many attempts have been made by the administrators of the Adult Education Programme (AEP) launched on October 2, 1978, to understand the characteristics of an effective adult education instructor. Every year a large number of people with different backgrounds are recruited to work as instructors for the programme. Standard norms have not been prescribed for this selection. Anyone possessing minimum educational qualification of 8th standard is selected. It is important that people who can make the classes interesting and informative are selected. Otherwise, the money, material and time invested will be a waste. In order to recruit suitable personnel as instructors there is a great need to evolve a suitable criterion in the form of a list of basic characteristics. The present study is an attempt in this direction.

Objectives

The study was intended

— to identify the characteristics of an effective adult education instructor;

— to find out whether there is any significant difference between the instructor's characteristics as preferred by supervisors with graduate and post-graduate qualifications; and

— to find out whether there is any significant difference between the instructor's characteristics as preferred by supervisors with below two years of experience and above two years of experience.

Tool Construction

The tool used in this study for the collection of data is a check-list consisting of 20 characteristics of an effective adult education instructor. The items in the check-list were prepared on the basis of the past studies and informal interviews with the working adult education instructors, supervisors and some participants of the AEP centres. This list was then presented to a panel of five judges for scrutiny, after which 20 characteristics were retained. (See the List)

Sample size

Out of a total of 280 supervisors working in 28 AEP projects in Andhra Pradesh, a sample of 110 supervisors was randomly selected as subjects for the present study. This sample consisted of 85 male and 25 female supervisors. Among them 65 were graduates and 45 post-graduates. As regards their experience, 60 supervisors had below two years of experience and 50 had more than two years of experience. The sample distribution is given in Table 1.

List of Characteristics of an Effective Adult Education Instructor

1. Good knowledge of the subject matter.

Table 1
Distribution of the Sample of Supervisors

Qualifications	Experience		Total
	below 2 years	2 years & above	
Graduates	30	35	65
Post-graduates	30	15	45
Total	60	50	110

2. Pleasing personality.
3. Helpful in solving learners' problems.
4. Pleasing voice.
5. Uses audio-visual aids in teaching.
6. Respects the learners' opinion.
7. Friendly with learners.
8. Encourages the learners to work hard.
9. Informs the learners of their achievement individually.
10. Uses humour in the adult education centre.
11. Impartial.
12. Leadership qualities.
13. Receives criticism with ease.
14. Uses a variety of teaching methods.
15. Participates actively in the community activities.
16. Organises the adult education centre effectively.
17. Enthusiastic teacher.
18. Identifies the learners' interests.
19. Maintains interests in the subject.
20. Motivates learners for further study.

Procedure

The check-list was administered to 110 supervisors and each respondent was requested to check five important characteristics of an effective adult education instructor according to his/her preference.

Data Analysis

The percentage of supervisors indicating their preference was found out for each characteristic. The critical ratio was calculated to find out whether there was any significant difference between the supervisors with graduate and post-graduate degrees, and also between supervisors with below two years and above two years of experience with regard to their preference of characteristics of an effective adult education instructor.

Findings

— The study revealed the following five important characteristics of an effective adult education instructor: (i) uses a variety of teaching methods (81.81%), (ii) uses humour in the adult education centre, (iii) is helpful in solving learners' problems (72.72%), (iv) organises the adult education centre effectively (69.09%) and (v) encourages learners to work hard (67.67%).

— Supervisors who were graduates preferred the characteristics listed at No. 10 (82%), 14 (78.46%) 3 (76.92%), 8 (69.23%), and 18 (66.15%),

— Supervisors with post-graduate qualifications emphasized the characteristics listed at No. 20 (93.33%), 14 (86.66%), 11 (80%), 12 (77.77%), and 15 (77.77%).

— Out of the 20 characteristics, the above two categories of the supervisors, namely, graduates and post-graduates, differed significantly on seven characteristics, those listed at No. 11, 12, 13, 15, 17, 19 and 20.

— Supervisors with below two years of experience preferred more or less the popular five characteristics—those listed at No. 14 (85%), 10 (81.66%), 20 (75%), 16 (71.66%), 28 (66.66%).

— According to supervisors with above two years of experience the important characteristics were those listed at No. 3 (90%), 7 (80%), 14 (78%), 12 (76%) and 11 (70%).

— The supervisors with below two years and above two years of experience differed significantly on 10 characteristics—listed at No. 1, 3, 4, 5, 6, 7, 11, 12, 19, and 20. ●●●

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rural, tribal and backward areas, and for weaker sections of society.

The scope of the programmes of continuing education is also being expanded to include important national priority areas, such as, education for out-of school youth, population, health, nutrition and environmental education; science consciousness; and

special programmes for women.

Thus, India's development largely depends on dedication and commitment on the part of its educationally privileged elite, universities and colleges, and Government and voluntary agencies, to the cause of adult education so that the immense potential of its vast human resource is developed to its fullest. ●●●



Central Board for Workers Education

1400, West High Court Road, Gokulpeth,
Nagpur-440010

A SAGA OF A QUARTER CENTURY

- (1) The Central Board for Workers Education was established as a registered society in 1958. It has its Headquarters at Nagpur.
- (2) Its National Level Apex Institute is at Bombay called Indian Institute of Workers Education, established in March, 1970.
- (3) The Board has 4 Zonal Centres and 39 Regional Workers Education Centres throughout the country.
- (4) Since inception 558 top level labour educators called Education Officers, inclusive of 137 from trade unions have been trained.
- (5) By the end of July 1984, 68,653 Worker Teachers from plantations, mines, textiles, transports, electricity, cement and other industries have been trained in 3 months full time courses.
- (6) At enterprise level 32,49,653 workers have been trained in 3 months part-time courses.
- (7) 1,07,517 workers have attended Functional Adult Literacy classes specially in mining and plantation areas.
- (8) By the end of July 1984, 1,85,425 Rural Workers including fisheries labour, tribal labour, forest-labour etc.. participated in 1951 five-day camps and 2692 two-day camps.
- (9) 69,177 workers in Small Scale Industries, like Handloom, Powerloom, Khadi and Rural Industries, Small Scale Industries, Industrial Estates, Handicrafts, Coir Industry, Sericulture and Beedi Industries, attended 1668 Camps.
- (10) 1001 Trade Unions availed grants-in-aid from the Board to the extent of Rs. 63.71 lakh and trained their 3.52 lakh members in Workers Education Programmes.
- (11) The Board produced flip charts, film strips, flannel graphs, posters, charts and graphs for use of Worker Teachers.
- (12) 927 Booklets in English and Regional languages have been published by the Board.

Adult Education News

IAEA Launches Five Experimental Adult Education Centres

IAEA launched a project on February 1, 1985, under which five experimental adult education centres for women, of 10 months' duration would be run in Delhi. Of these, one is in Anna Nagar, a slum area near the office of the Association in I. P. Estate, and the other four are in trans-Yamuna colonies. The aim of the project is to enable women to learn the basic skills of reading, writing and numeracy and through that process also learn certain skills to improve their economic status and increase their awareness of things happening around and the knowledge regarding better family living including food and nutrition, home management, mother and child care, and population and environment education.

The instructors for the centres have been selected from among Anganwadi workers working under the ICDS scheme. A 4-day training programme was organised for these instructors from January 28 to 31, 1985 in the premises of the Association's office. Inaugurating the training programme Mr. S. K. Tuteja, Director, Directorate of Adult Education, Government of India, said adult education should not be confused with literacy only.

He said, a person working in Adult Education Programme is not working for his or her salary only but is providing an important social service to the educationally deprived lot of the community.

The resource persons for the programme were : Dr. Dharam Vir, Mrs.

Bimla Bhatnagar, Dr. D. V. Sharma, Mr. V. K. Asthana, Mr. S. K. Bhatnagar, Dr. (Mrs.) Mridula Seth, Mrs Sheila Kaushal, Mr. J. C. Saxena, Dr. K.M. Bhatnagar, and Mr. J.L. Sachdeva.

The topics covered were : Adult Education and Its Needs; Psychology of Adults; How to Teach Illiterates; Awareness and Functionality in Adult Education Programme; Keeping Good Health : Some Do's and Don'ts; Motivating the Adults; Organisation of Adult Education Centres and How to Get Local Participation; Non-formal Adult Education for Out of School Children and Adults; Linking Adult Education with Population Education; Child Care and Nutrition; Role of Co-curricular Activities in Adult Education Centre; and Relapse into Illiteracy : Its Causes and Remedies.

Regional Conference Reviews Adult Education in North

Indian Adult Education Association in collaboration with Adult and Social Education Institute, Rajasthan Vidya-peeth, organised its Regional Conference on Adult Education in Udaipur from February 4 to 6, 1985. It was attended by 80 representatives from Haryana, Punjab, Delhi and Rajasthan.

The Conference taking an overall view of the problems related to adult education, their magnitude and the difficulties faced by the field agencies in the implementation of the programme, devoted the last day to the discussion of the 'Role of Adult Education in the Growth of Humanity'.

Barrister M. G. Mane, President, Indian Adult Education Association delivering the presidential address said there is a need to decentralise adult education work to make it more dynamic. Rajasthan, he said, is backward in the field of education even though there have been a number of well-known educationists in the State and efforts should be made to improve the situation. The State, however, he further observed, has not only done commendable work but has also been a leader in the field of adult education. Mr. Mane also presented Kalyanmal Jaisani Award for commendable work in adult education to veteran educationist and adult educator Dr. Shambhulal Sharma.

Mr. Mushtaq Ahmed, Director, SRC, Jamia Millia Islamia, was the chief guest on the occasion. Discussing the problems faced in literacy work, Mr. Ahmed said the country's development depends on education and most of our problems would be solved automatically once the people become literate.

Earlier, Pandit Janardan Rai Nagar, founder Vice-Chancellor, Rajasthan, Vidyapeeth in his welcome address said the formal school system has not even started thinking about the welfare of the child and parents or guardians—it has only formulated a few reforms far removed from life. He further said, if there is any up-to-date and dynamic thinking on adult education it is the thinking of the adult educators meeting and conferring under the leadership of Indian Adult Education Association.

Mr. B. S. Garg, Vice-President, IAEA and Chairman of North Zone Conference speaking on the occasion said the country is confronted with the problems related to human values and our society has gone astray.

We will have to combine adult and social education with Indian philosophy in our work, he added.

Mr. Udaylal Chandelia—the Coordinator of the Conference, read out the messages received from the President, Prime Minister and other important leaders.

Mr. J. C. Saxena, Hony. General Secretary, IAEA, proposing the vote of thanks said that Rajasthan Vidyapeeth had made important contributions in the field of adult education not only at the State but also at the national level.

Dr. D. S. Kothari, the eminent educationist, was the chief guest at the valedictory function. Dr. Kothari said, if the national task of adult education is done with a spirit of commitment, poverty and ignorance can be removed from the country. He said, in spite of high illiteracy rate, people in India are humane. Adult education programme, he suggested should also be based on science, and health and family welfare along with cultural values.

He said voluntary organisations should be encouraged and fully supported to participate in the adult education programme. The adult education programme should lead to character formation, he added.

Dr. Mohan Sinha Mehta, President, Seva Mandir, Udaipur and former President, IAEA presiding over the function said, all round development of man should be the objective of adult education. He expressed concern that adult education programme could not move in the right direction because of lack of clarity about the objectives of the programme and lack of coordination between Government and non-government agencies.

He said, adult education programme has a close relation with the develop-

ment of the country and removal of disparities of income between the rich and poor should be one of the objectives of adult education.

Pandit Janardanrai Nagar urged that adult and social education work should be given the form of a movement. He said, our education should be such that it would lead us from darkness to light.

Mr. B. S. Garg said, India's cultural values should be re-established through adult education.

Earlier, Dr. G. C. Rai presented the report of the Conference.

The following resolutions were passed by the Conference :

—The Northern Regional Conference on Adult Education feels gratified that special emphasis is being given to adult education and the target to eliminate illiteracy in the age-group 15-35 by 1990 has been set. But to achieve this target the Conference urges that mass literacy campaigns should be launched in the country with the help of students, housewives, ex-servicemen and educated youth with assured follow-up.

—The Conference feels that financial provisions for adult education under the central scheme do not provide opportunities for experimentation. The Conference urges the voluntary agencies to try different models and to make their

own budget within the overall ceiling fixed for running a programme.

—The Conference notes that plans and provisions for adult education are on ad hoc basis upto now. It feels that ad hocism can't leave lasting impact. The time now demands that this ad hoc nature be done away with and programme should be made cadre based backed by adequate and proper training of the cadres. The diversion of funds allocated for adult education should also be stopped.

—The Conference notes that many agencies find it difficult to organise proper training programmes for adult education functionaries due to non-availability of resource persons in their areas. It urges upon the Government to help them in getting training thru' India Adult Education Association and its affiliated agencies to help adult education functionaries for the programme.

—The Conference notes with concern that in some of the States in the Region, there is no State level organisation. It strongly urges that State level agencies should be set up in all States where they do not exist so that by joint and cooperative efforts of voluntary agencies adult education movement is strengthened and the programme is improved thru' sharing of experiences and pooling of sources. ● ● ●

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all indivi-

duals and institutions who believe in the aims and objectives of the Association.

Its headquarters is located in Shafiq Memorial, at 17-B, Indraprastha Marg, New Delhi-110002

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ADULT
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Indian Journal of
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A Cross Cultural Comparison
of J. R. Kidd's Contribution
to Adult Education
—N. J. Cochrane

Indian Adult Education Association



Indian Journal of Adult Education

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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

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Living in an Unfrontiered World

Experts in the ultimate analysis are helpers of people, whatever their specialization and whatever level of specialization they are equipped with. It is generally common to view expertise in cut and dried professional terms and think of their excellence in abstract terms. At the heart of all operational aspects of the role of experts is the interaction between the expert himself or herself and the people who are to receive the benefits of the specialization arising out of the expertise. The interaction is often thought of as a one way process.

Dr. N.J. Cochrane's article appearing elsewhere in this issue on Roby Kidd on Cross Cultural Comparisons of his contribution to adult education brings home not only his place in adult education as an educator and researcher but reveals the man himself. Here is a man to whom India and its people had a deep meaning. To relate to people, people will have to be really meaningful to those who want to relate—without this special kind of identity interaction between people and people becomes unreal. Indians for Roby Kidd were not those who needed help, or were ignorant or inferior. They were special. This alters profoundly not only the helping process but the relating process itself. The expertise of the specialist becomes humanized and this process makes learning easy. This in turn helps to internalize the new ideas of the specialist. The strength of the operational aspects of Roby Kidd's expertise lay in the fact, that man was central to his philosophy and practice of adult education.

A point made by the author about Roby Kidd deserves special mention. She says, "He cultivated important relationships with Indian educators who have helped him to shape a philosophy and approach to comparative methods in adult education". Here is an expert who came to give some thing based on his expertise ended up getting more from those whom he sought to help. In a very vital sense expertise in both giving and taking and in genuine case, the latter is more than the former. The humility to learn from one and all and keeping an open mind, is the hallmark of the truly great. The secret of all good learning is that the teacher is a learner first. He first learns from his students.

Roby Kidd it is said had heightened focus of adult education for social change. This is an interesting observation. It is not only indicative of professional sensitivity of a person who had grown through the rough and tumble of experience but also and in fact more so a reflection of his concern with social change as educator where people are central. Adult education is much more than imparting knowledge, it is essentially changing people for the better. Such an insight a man could have if his professional being was essentially people centered.

Where did Roby Kidd get this sensitive and at the same time powerful insight? It came essentially from the conviction that living in an unfrontiered world was not only a need for work effectiveness but also for a mental stance for breaking down every barrier between man and man.

The world of Roby Kidd needs to be extended and replicated. The "narrow domestic walls" are neither for a Tagore nor for a Roby Kidd. It is not also for anyone who swears by adult education for one reason or another.

Adult educators have a torch bearer to lead the world onwards to a better place in Roby Kidd. Let us follow him.

A Cross-Cultural Comparison of J.R. Kidd's Contribution to Adult Education

N. J. Cochrane

In an interview on March 17, 1982, just three days before his death, Dr. James Roby Kidd was asked where he felt most at home. The places he named were India and Gibsons in British Columbia. "There's so much in the ethos of India which is important in the work we're doing, the kind of life that we're trying to live," he said. Kidd cultivated important relationships with Indian educators. His writings reflected a heightened focus of adult education for social change during and following his stay in the country.

The present study compares Kidd's contribution to adult education in India and Canada by the use of questionnaire and interview methods. Based on the views of adult educators, officials at UNESCO, colleagues, adult education students and close friends of Kidd, the study concludes that his contribution was very consistent from Canada to India. The majority of participants viewed Kidd as very stable and reliable in his personality and work. They said that they could rely upon his judgement because he showed an unswerving commitment and high calibre of personal application in his personal and professional relationships.

INDIA was part of Roby Kidd..... Perhaps because of his long-time continuity and depth with India, this country and its people had a very special meaning for him" (Draper, 1982). This study compares J.R. Kidd's contribution to adult education in India to that in Canada by the use of questionnaire and interview methods with 82 adult educators. It examines his achievements in the field according to a specific set of issues. These issues were identified in a pilot study (that was conducted in 1981 prior to Kidd's death) as being most important to an analysis of his work.

In January 1983 the author received a grant from the Social Sciences Research Council in Canada to conduct a study of the impact of Roby Kidd's contribution to the field of adult education in Canada and in a developing country. The purpose was to obtain a historical/biographical account of Kidd's work that pertained to the following issues: organization development, scope of contribution, adult learning theory, adult education practice, major aims and goals, cross-cultural approach, personal qualities/character, personal influence/impact, and overall contribution. These

issues became the major variables that were addressed in this study for the design of the questionnaire and interview.

An Indian group of participants was selected for a cross-cultural comparison with a Canadian group since Kidd's work in India provides an example of his international outreach. In 1965/66 Kidd was one of four consultants who assisted in the establishment of the Department of Adult Education at the University of Rajasthan in Jaipur. Since that time until his death he cultivated important relationships with Indian educators who have helped him to shape a philosophy and approach to comparative methods in adult education (Kidd, 1975). Kidd's work in India provided a stepping stone for further activity on the international scene, although it was not his first international project. (His one year consultancy term at the University of West Indies marked the beginning of his work in a developing country.)

Kidd's writings reflected a heightened focus of adult education for social change during and following his one-year stay in India (Kidd, 1967, 1968, 1969, 1974). Reflecting upon his experiences in India, Kidd said this in an interview just three days before his death: "There's so much in the ethos of India which is important in the work we're doing, the kind of life that we're trying to live" (Kidd, 1982). It is possible (and apparent) that his work on the Rajasthan Project marked a turning point in his career, as evidenced by his many international projects that developed thereafter.

In that same interview on March 17, 1982, Kidd was asked where he felt most at home, and he named two places: India, which represented the

vigour of life and the potential for educational opportunities for the masses; and Gibsons in British Columbia, a small rural community where he was greatly influenced as a young man. He described his attachment to one Indian community in particular "...we felt very much at home in Jaipur, and for at least 10 years afterwards, if we were asked where we lived, if we weren't thinking we'd say Jaipur. It felt like home to us..." (Kidd, 1982). Kidd gave two criteria for selecting the places where he felt most at home: "where you had learned a lot" and "where you'd really put your sweat and blood in" (Kidd, 1982).

The Research Method

The study combined both qualitative and quantitative methods since neither approach alone could satisfy the study objectives. Semi-structured interviews and a forced-choice questionnaire were used to address the major variables of Kidd's work. Adult educators, colleagues, adult education students, and close friends of Kidd who had known him for a minimum of six months were interviewed in major cities of Canada and India, and at the international UNESCO headquarters. Other sources of data included pilot interviews conducted in 1981 in Western Europe, field notes of on-site visits to organizations, Kidd's writings and speeches, and informal sessions with two other persons who were conducting oral histories in the field of adult education.

This paper will focus primarily on the questionnaire findings since the interview data are so extensive and a presentation of them will appear in a book that will be published in 1985 entitled, "J.R. Kidd: An International Legacy of Learning" (Cochrane et al).

A total of 88 items were clustered into sections of questionnaire according to the major variables (See Appendix I). An open-ended set of questions at the end of the questionnaire enabled participants to elaborate on their responses to the forced choices. The questionnaire included a two-item evaluation of the questionnaire and the study methodology.

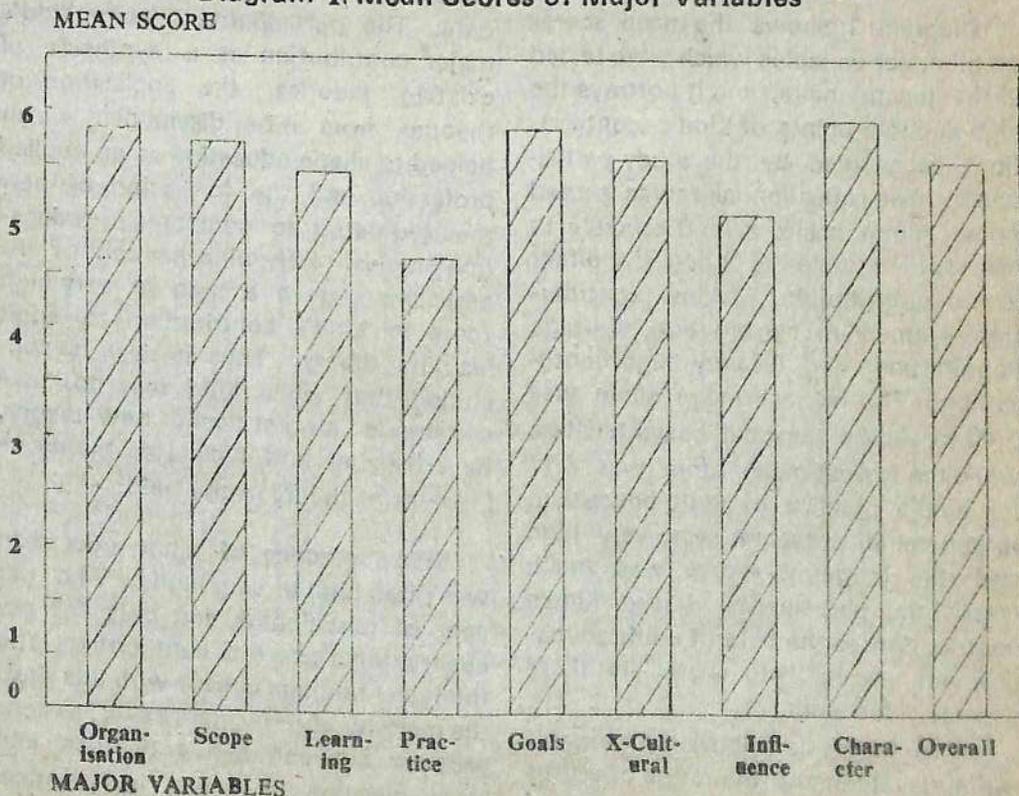
Of the 82 study participants, 22 were Indian, 43 were Canadian, 8 were officials at UNESCO in Paris, France, and there were 9 pilot participants primarily from Western Europe and England. Only 50 of the 82 study participants (16 Indian, 29 Canadian, 5 UNESCO) were sent a questionnaire since not all participants had sufficient familiarity with all of the variables that were being addressed in the questionnaire. Seventy-

three participants received personal interviews, and the remainder of participants received telephone interviews and their correspondence about the study was valuable data.

Findings

There was a 78 per cent return rate on the questionnaire. Some of the participants' reasons for non-response included: the questionnaire was an inappropriate data-collection tool, they lacked experience in questionnaire completion, they were out of town and did not have time to complete the questionnaire within the 3-month return period, it was too soon to properly appraise Kidd's contribution, and the questionnaire was redundant to the personal interview (in most cases the questionnaire was mailed to the participants within a week

Diagram 1: Mean Scores of Major Variables



after the personal interview).

The questionnaire was rated predominantly as adequate, good or very good. It was rated primarily as an appropriate tool for the study. Regarding the contents and design of the questionnaire, 18 per cent rated minor to major problems, 33.3 per cent rated it as adequate, 46.2 per cent rated it as very good to excellent, and 2.6 per cent were undecided. Regarding the appropriateness of the questionnaire, 20.5 per cent rated minor to major problems, 25.6 per cent rated adequate, 46.1 per cent rated very good to excellent, and 7.7 per cent were undecided.

Overall, the participants valued the use of the questionnaire only when it was used with a personal interview, so that they could elaborate on the context for their questionnaire responses.

Diagram 1 shows the mean scores on all major variables which were tested in the questionnaire, and it portrays the high and low points of Kidd's contributions as viewed by the study participants. The questionnaire was scored on a 6-point scale, with 0=unable to assess, 1=detrimental or negative effect, 2=no contribution, 3=low contribution, 4=medium contribution, 5=high contribution, and 6=very high contribution. The highest mean score was 5.45 for Kidd's personal characteristics, while the lowest mean score was 4.17 for Kidd's practice of adult education. In general all the scores were very high and the range of scores was small. Overall the participants viewed Kidd's contribution to the field of adult education very favourably in regard to these aspects of his work.

As for Kidd's contribution to organization development, the range of scores was wide, varying from 10.3 per cent of

the participants indicating no contribution to 30.8 per cent indicating a very high contribution. About one half of the participants rated Kidd very high on this variable, while the other half rated him mediocre to low or gave no rating at all. However, it appears that Kidd made a substantial contribution to organization development, and the interview data substantiate this finding more extensively than the questionnaire data.

Kidd's scope of adult education was rated very high by 56.4 per cent of the participants. The range of scores for this variable was small, showing little controversy about Kidd's scope of ideas, broad-minded aims, and creative work.

The responses regarding Kidd's contribution to adult learning theory, were generally consistent with the interview data. The participants viewed Kidd's major contribution as a synthesis of existing theories, the application of theories from other disciplines which helped to shape education as an applied profession, and the formation of new theory related to comparative education studies. Fifty-nine per cent of the participants gave a high or very high score to Kidd's contribution to adult learning theory. Thus it may be concluded that while Kidd may not have constructed a great deal of new theory, he advanced and facilitated the development of theory in the field.

Kidd's practice of adult education was rated high or very high by 74.4 per cent of participants, and only 5.1 per cent rated it as a low contribution. The interview findings concur with this since the majority of participants saw a congruence between Kidd's theories and his application of them in practice.

Overall Kidd's practice was appraised as highly effective.

One of Kidd's greatest skills is shown in the ratings for his cross-cultural approach. Sixty-four per cent of the participants rated this as a very high contribution, and 28.2 per cent rated it as high. The interview data concur with this finding, and Kidd's formation of the International Council of Adult Education was cited most frequently as being his best and very remarkable cross-cultural achievement in the field.

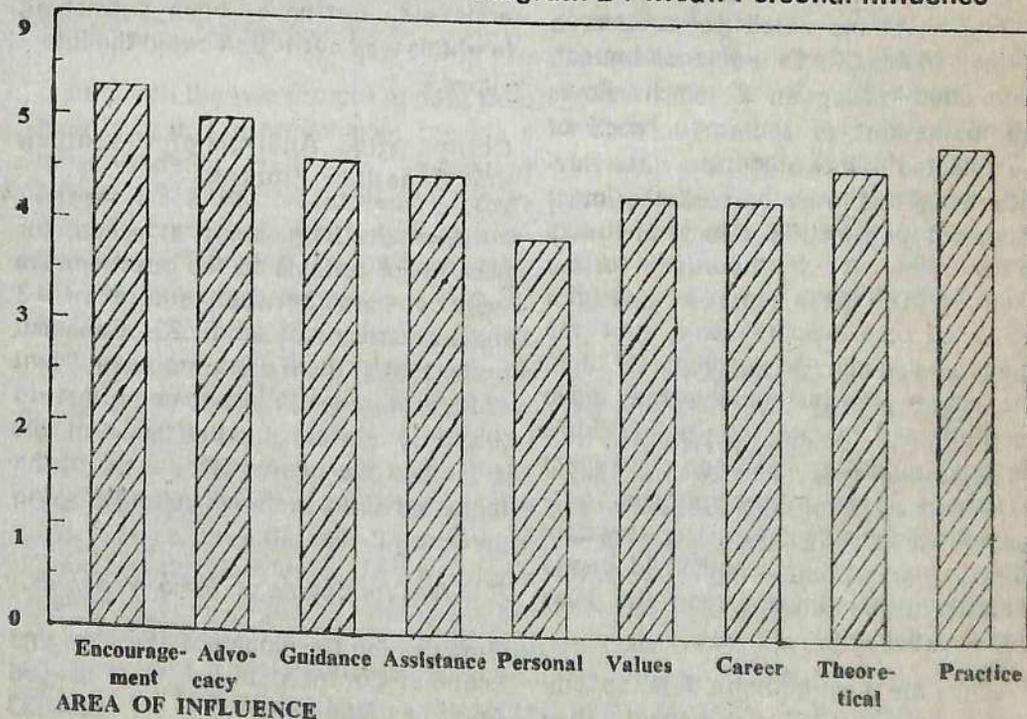
Kidd's Personal Impact upon the lives of the participants reveals an interesting range of scores. This variable may have been one of the most difficult to rate since personal impact is perhaps better appraised retrospectively after a number of years have passed, and even then it's outcome is difficult to

assess. While Kidd's overall personal impact was rated very positive, the scores on this variable are not as high as others.

Overall Kidd's personal impact was very substantial for 59 per cent of the participants. Furthermore the interview data indicate that whenever Kidd's influence was felt, it was strong. Participants who had negative regard for Kidd's influence, while few in number, had strong sentiments, but more than half of the participants had strongly positive sentiments about Kidd's personal impact. Kidd has been described as an animateur by more than 10 per cent of the participants, which suggests that his influence was very activating and invigorating. Oftentimes human response is such that either resistance or enthusiasm is engendered by such an

MEAN SCORE

Diagram 2 : Mean Personal Influence



approach. Kidd's animating quality was viewed by a large number of participants as exciting and captivating, while for a very small number of participants it was viewed as aggressive and overpowering.

Kidd's personal qualities have been rated very high by 59 per cent of the participants. Ninety per cent of the participants viewed Kidd's personal qualities as a facilitator of his work because they believed that his qualities enhanced the accomplishment of his objectives. Although the questionnaire data show a mean score of 3.7 on a 4-point scale, or a highly positive score for Kidd's administrative skills (which was to be rated in the questionnaire as one of many personal qualities) some of the interview data reflect this attribute as one of the weakest and most controversial areas of his work.

Finally, a more detailed examination of one variable, Kidd's personal impact, is provided in Diagram 2 which shows the fluctuations of scores for each of the selected roles. Since the interview data reveal this to be one of the most important long-lasting effects of Kidd's contribution, it is worth further attention. The mean scores ranged from 3.5 to 5.3 on a 6-point scale, and the scores are generally medium to high. The scores on this variable may have been affected by the ratings of Kidd's personal qualities, since one can expect that there is an interrelationship between these variables. The interview data reflect a much stronger and vivid image of Kidd's positive impact upon the lives of the participants.

While the questionnaire data specify some facets of Kidd's impact, they could not be comprehensive and

specific to all of his contributions, instead, the interview data provide the context through the participants' own descriptions of their experiences and thoughts about Kidd.

The highest rating was attributed to Kidd's role in the advancement of the participants' careers through active encouragement, while a relatively low score was attributed to the impact of his teaching upon the participants' personal lives. It is plausible that while Kidd's personal impact may have been positive overall, this impact was not relevant to the direct advancement of careers for the majority of the participants. This influence may have been more indirect or very difficult to measure. Also, the concept "personal influence" is open to interpretation and it may have been difficult to rate for this reason. The cross-cultural meaning of such terms may not have been consistent, (and this was not tested out in the interviews.)

Comparative Analysis of the Indian and Canadian Findings

When the frequencies of scores for each major variable on the questionnaire were compared between a total of 13 Indian participants and 23 Canadian participants, there was no significant difference found (p less than or equal to .05). The statistical significance of the difference in scores for each of the major variables is shown in the following p values.

P Values for Scores on Major Variables

Organization Development	$p=.63$
Scope of Contribution	$p=.95$
Adult Learning Theory	$p=.33$
Adult Education Practice	$p=.69$

Aims and Goals	p=.40
Cross-Cultural Approach	p=.59
Personal Impact	p=.70
Personal Qualities/Character	p=.98
Overall Contribution	p=.13
Appraisal of Questionnaire	p=.62

These findings are very consistent with the interview transcripts, which portray Kidd's contribution to adult education as being very consistent from Canada to India.

The majority of participants viewed Kidd as very stable and reliable in his personality and work. They could rely upon his judgment because he showed an unswerving commitment and high calibre of personal application in his personal and professional relationships. In conclusion the questionnaire and interview data provide a very strong testament of Kidd's legacy of achievement in the field.

Limitations of the Study

Although the two sources of data, from interviews and questionnaires provide a cross-validation and two consistent images of Kidd's contribution, there were problems with the use of a questionnaire in this kind of study. As with all questionnaires, only a selected set of issues could be addressed, and these issues were not the most relevant ones to all participants. A forced-choice response with numerical ratings could not include all possible choices, and it did not include the context and meaning of each choice, thus, the meaning of each choice could conceivably vary from one participant to another. Although the questionnaire was easy to score and analyze with a set of affirmative statements, the lack of negative statements may have posed some bias by provoking the participant to respond in a favourable

way. Also the questionnaire was designed to assess Kidd's contribution, and this posed an evaluative meaning on the study which in some cases provoked an unnecessary value judgement about Kidd as a person.

One must exercise great caution in forming definitive statements from findings that are drawn from a questionnaire approach. The interview data provided a meaningful context to substantiate interview ratings, such that the questionnaire findings functioned as a summary of most interview comments. The findings are also limited by the small sample size and general limitations of questionnaire instruments.

One of the helpful things that Kidd did in the field of adult learning theory was that he provided a philosophical context and a framework within which adult educators could develop (and its barriers were limitless!). The writer was comforted by the following passage, which was a reminder of Kidd's very open-minded approach to the subject of research methods and his support of multi-methods rather than the applications of only one method of research. This sheds light on the potential limitations of and possible directions for adult education research.

"It is equally obvious that since goals are so many and varied, no single mode of enquiry will suffice. One of the least profitable exercises that dominated comparative education for a decade or more was the search for a basic method. Clearly multi-methods are required, chosen in relation to multi-goals. ...Of course, we do not denigrate any efforts to make comparing more systematic where possible, to develop, select and order data that can be expressed in computational forms, to free oneself of one's

own cultural biases. But these are efforts not at all inconsistent with the acceptance of multimethods, they are simply criteria to be applied in the selection of methods". (Kidd, 1975)

Appendix 1 : Questionnaire (Abbreviated)

Section I

The following items concern Dr. Kidd's *contribution to organizational development*. Please rate his contribution using the following scale.

0=unable to assess; 1=detrimental/negative effect; 2=no contribution; 3=low contribution; 4=medium contribution; 5-high contribution; 6=very high contribution.

1. The development of policy.
2. The development of philosophy.
3. The identification of goals and objectives.
4. The facilitation of an increased quality of educational opportunities for adults.
5. The facilitation of an increased quantity of educational opportunities for adults.
6. The facilitation of communication among persons.
7. The facilitation of an application of effective adult learning principles.

Section II

The following items concern the *scope of Dr. Kidd's contribution to adult education*. Please rate each item using the scale in Section I.

1. The expansion of the scope/depth of adult education.
2. The facilitation of the development of a national adult education community.

3. The facilitation of the development of an international adult education community.

4. Major contributions may have included the following : social development, political development, institutional development, theoretical development, individual (of persons) development.

Section III

The following items concern Dr. Kidd's *contribution to adult learning theory*. Please rate each item using the scale in Section I.

1. Contribution of new adult learning theory.
2. Synthesis of an already existing set of theories of adult education.
3. Contribution to the curriculum development of adult education.
4. Contribution of practical theories.
5. Contribution of advanced research methods that were appropriate to adult education.
6. Publication and dissemination of knowledge about changing practices of adult education. His published work was : systematic (methodical, comprehensive, thorough), valid (accurate, realistic, defensible), specific (clear, not over generalized), relevant, inspirational.

Section IV

The following items concern Dr. Kidd's *practice of adult education*. Please rate each item using the scale in Section I.

Please rate his proficiency in the following roles: 1. adult educator/teacher, 2. consultant, 3. administrator/leader, 4. social scientist/researcher, 5. professional writer, 6. orator/public speaker.

7. overall scholar, 8. innovator, 9. social activist.

10. Practice of adult education was congruent/consistent with theories of and writings about adult education.

11. Facilitated the training of effective adult educators.

Section V

The following statements may reflect Dr. Kidd's *major aims and goals of adult education*. First circle "D" for disagree or "A" for agree, and if you agree then rate the extent to which he achieved these goals with the scale in Section I.

1. Adult education should provide forums for discussion and communication among citizens.

2. Adult education should facilitate national identity and unity.

3. Adult education should facilitate international communication.

4. Adult education should stimulate social action.

5. Adult education should promote both formal (institutional) and informal (non-institutional) modes of learning.

6. Adult education should aid the personal development of individuals.

7. Adult education is a basic right of every human being, including very creed, race, socio-economic and civil status represented.

8. Adult educators and politicians should work co-operatively toward the achievement of common purposes.

9. Adult education organizations should be eclectic (broad) in political purpose and membership, that is they should not reflect partisan (biased) aims.

10. Adult education organizations should be independent of government control.

Section VI

The following items concern Dr. Kidd's *cross-cultural and comparative approach to adult education*. Please rate each statement using the scale in Section I.

1. Sensitivity to the needs, feelings, mores, and differences of your own culture.

2. Demonstration of an approach to adult education that was appropriate to your culture.

3. Contribution of an effective comparative adult education approach.

4. Facilitation of the development of adult education activities in your community.

5. Demonstration of an appreciation and promotion of the arts in your culture.

6. Demonstration of an appreciation and promotion of scientific development in your culture.

7. Demonstration of an ability to communicate with persons of different creed, ethnicity, socio-economic, and power status.

Section VII

The following items concern Dr. Kidd's *influence upon your own life and career*. Please rate each statement using the scale in Section I.

The advancement of your professional career through:

1. encouragement

2. serving as advocate (spokesman).

3. guidance/counselling

4. active assistance

His teaching influenced the direction of your:

5. personal life

6. value system

Appendix 2

<i>Kidds Contri- bution</i>	<i>To Organisation Development</i>	<i>Scope of Adult Education</i>	<i>Adult Learning Theory</i>	<i>Adult Education Practice</i>	<i>Cross Cultu- ral Approach</i>	<i>Personal Impact</i>	<i>Impact of Personal Qualities</i>
Percentage of Participants							
Very High	31	56	28	36	64	31	59
High	18	41	31	39	28	28	38
Medium	23	—	33	15	5	18	5
Low	8	—	—	5	—	8	3
None	18	3	3	—	3	5	3
No Response	18	—	5	5	—	8	—
Negative	—	—	—	—	—	2	—

7. career development
8. theories of adult education
9. practice of adult education

Section VIII

The following attributes and capabilities may describe some of *Dr. Kidd's personal qualities or characteristics*. Please agree or disagree with these items using the following scale :

0=unable to assess; 1=strongly disagree ; 2=disagree ; 3=agree; 4=strongly agree.

1. compassionate/sensitive
2. fair in judgement
3. able to manoeuvre around restricting rules and regulations
4. animateur/change agent
5. idealistic
6. thorough
7. committed to a task's completion
8. patient/not easily provoked to anger
9. gracious/tactful in personal relationship
10. kind, giving
11. enthusiastic, charismatic
12. personally acknowledged the human worth and strengths of individuals
13. had above average foresight and vision
14. had above average intelligence
15. offered constructive criticism
16. flexible.

Section IX

The following items concern *Dr. Kidd's overall contribution to the field of adult education*. They represent summary statements. Please rate with the scale in Section I.

1. Facilitation of the overall development of your organization.
2. Facilitation of the overall scope of adult education.
3. Overall contribution to adult learning theory.
4. Overall demonstration of effective practice of adult education.
5. Overall contribution to cross-cultural/comparative approaches to adult education.
6. Overall impact upon your own life and career.
7. Overall impact of his personal qualities upon the field of adult education.

Section X

Please give an *overall appraisal* of these items using the following scale. This will assist the researcher to determine the effects of the methods upon the participants.

0=undecided, 1=major problems, 2=minor problems, 3.=adequate, 4=very good, 5=excellent.

1. Please give your overall appraisal of this questionnaire
2. Please give your overall appraisal of the appropriateness of this research method for the J. R. Kidd study.

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Frustrations and Suggestions of an Adult Education Trainer

V. Mohankumar

HAVING worked in the field of adult education for almost eight years now, the author is frustrated because of the slipshod way in which the Adult Education Programme is being implemented in the field. The reasons for his frustration are :

- The lack of committed persons in the field
- Overemphasis on literacy
- The gross negligence of awareness and functionality components
- Improper and inadequate training
- Inadequate supervision and guidance
- Improper and inadequate reporting

Lack of committed persons in the field

Adult education being a novel and important scheme needs committed persons at all levels. Commitment being a relative term, it is very difficult to propose a yardstick for it. However, we can try to prescribe here the bare minimum norms necessary to measure the commitment of a person. These are: (a) faith in the Adult Education Programme; and (b) optimum application of oneself to adult education. The experience is that the functionaries are not happy with the salary or honorarium. It is true that it is very

With a fairly long field experience in urban community development and adult education, and supporting educational qualifications, the author who is at present the Head of the Department of Training in the State Resource Centre for Non-formal Education, Madras, reviews critically the implementation of the Adult Education Programme, launched in 1978, particularly the training aspect. Major setbacks to the Programme, he says, are : lack of committed persons; overemphasis on literacy; gross negligence of awareness and functionality components; improper and inadequate training; and inadequate supervision and guidance. The schemes of non-formal and adult education on which huge sums are being spent, he stresses, should be utilised to the full for educating our illiterate masses, for they may not get any opportunity to educate themselves in the future.

low. But then, did they not accept the job only for that salary or honorarium? Then, why should they be dissatisfied with it? It would perhaps not be right to blame them for claiming more or better salary. But should they allow their dissatisfaction to affect their work?

Overemphasis on literacy

Many of the instructors spend most of their time in teaching only literacy, though literacy, functionality and awareness are the accepted components of our Adult Education Programme.

The learners are taught lesson after lesson in the primer and nothing more. The instructors take pride in the fact that they have finished three lessons or five lessons. But whether the learners have become proficient in reading, writing and understanding those three or five lessons is no guarantee.

Negligence of Awareness and Functionality Components

The components of Awareness and Functionality are conveniently neglected, probably because their coverage requires more involvement and commitment. The instructors need more time for the preparation of these two components.

Improper and Inadequate Training

Training has a very important role to play in the Adult Education Programme. Even though 21 days' training is envisaged by the Government of India, agencies never go in for 21 days' continuous training for various reasons. The initial training is, however, arranged by all the agencies. The problems faced with respect to training are:

—Many agencies arrange for training after a lapse of one or two months. That means instructors run the centre

for a month or two without even knowing the preliminaries of adult education! In other words, the initial one or two months are wasted.

—In many training programmes the attendance is not full. Those who are left out or come late are not given the initial training again. Can such people run the centres effectively and efficiently?

—Supervisors always excuse themselves and skip the training programme on the plea that they are engaged in physical arrangements. Without a good and adequate training how are they going to guide the instructors in the field?

—Lecture method is commonly used in training programmes. Trainers are more bothered about the knowledge content than developing skills of the trainees. Lectures are heard and forgotten, and the instructors go back to the centres and grope in darkness!

—Many agencies do not arrange for in-service training programmes at all! Those who arrange for such programmes (for one day every month) never make use of it for training. That day is generally used for collection of reports and disbursement of honorarium.

—Many times those who have been appointed as resource persons for the programme do not turn up. As a result, these sessions are generally wasted as some other suitable person may not be available on the spot to keep the continuity of the programme.

—Some agencies do not even supply note books, pencils and other training materials to the trainees. It is only after the resource persons have pointed it out

that there is a last minute rush for procuring these things.

—Many trainers who are invited as resource persons from other departments simply give lectures on the technical aspects of their subject which the trainees are neither able to understand nor able to retain. They are in fact not even able to take note of all things during the lecture.

Inadequate Supervision and Guidance

Supervision these days comprises only routine visits rather than guidance to the instructor. Same treatment is given to the centres whose performance is good as well as to those which are not doing well. It is not enough if the supervisor just signs in a note book stating "visited the centre" or "everything is alright". Such superficial visits may not improve the performance of the instructor.

Improper and Inadequate Reporting

It is common knowledge that unless progress of the project or centre is reported properly, the whole monitoring system is going to collapse. Reporting at present is not only inadequate but also improper. Many times the Directorate of Non-formal/Adult Education, Madras, is able to get reports from the agencies only after sending them telegrams repeatedly. Agencies in turn are able to get reports from Supervisors/Instructors by putting pressure on them. Government has systematised the reporting procedure. There is Instructor's Initial Report, Project Initial Report, Instructor's Monthly Report, Quarterly Report, Project Annual Report and so on. Clear guidance is also given as to when these reports are to be sub-

mitted, by whom and to whom, e'tc. Yet many don't seem to bother about these things and a large number even after so much of experience do not know how to write the report ! Report forms are filled without proper understanding. Statistics are given on adhoc basis. Attendance register is filled once in a while. So, the statistics given are misleading. If things go on in this way, surely there is not going to be much improvement in the literacy rate by 1990—the year set for achieving 100 per cent literacy in the age group 15-35.

How to Overcome These Set backs

— Committed persons must be identified and appointed for the Adult Education Programme. Great care must be taken in their selection. The agency must create confidence in the minds of youngsters to come forward and take up the job. Apart from this, training should also give them confidence. Maximum care must be taken to bring about attitudinal change in the functionaries.

—Salary, of course, plays an important role. As the Project Officers/Supervisors have different levels of qualifications—some are post-graduates and double graduates—it would be advisable to create separate cadres with regular salary pattern. Wages given to the functionaries should be good and justified and there should not be a wide gap between the salaries of the functionaries at different levels.

—From the very beginning the Instructors must be repeatedly told that literacy is only one of the components of adult education, and that for imparting literacy they need not totally depend on the primers. Whatever the learners see in

written form around them could be utilised for imparting literacy. For example, bold letters from the daily papers could be used for this purpose. The Instructors should encourage the learners to bring such things to the centre and use them for teaching literacy. Also, they should carefully avoid putting irrelevant things on the black board, to prevent learners from getting confused.

—For creating awareness and developing functional skills among the learners the Instructors must be trained to use the curriculum contents. The curriculum suggested by the Government of India has five major heads :

- (a) Individual and society—his social, environmental and civil orientation
- (b) Employment and vocational development
- (c) Health and sanitation
- (d) Food production, distribution and nutrition
- (e) Home and family life

The training programme for the Instructors could be built around these five heads with focus on practical training.

—Agencies giving training must take adequate care with regard to the following :

(a) Centres should start functioning after the instructors have been given initial training.

(b) Selection of Instructors must be made beforehand and information regarding training must be given to them well in advance so that all the selected persons attend the training programme without fail.

(c) Supervisors should make it a point to sit through all the training classes. For, unless they themselves are trained, they will not be able to guide the Instructors properly. Physical arrangements must be looked after by somebody other than the trainees.

(d) The most effective method of training is the participatory method. Lectures may be kept to the minimum. The training should develop skills along with knowledge. Skills could be developed only if the trainees are given enough chance to do things themselves.

(e) In-service training normally provides good opportunity to identify many problems which arise in the field and also to share the success stories. Every month, or once in three months in-service training of 2 to 3 days' duration must be arranged which must be used to develop special skills with the help of suitable resource persons. The monthly reports may be collected in the beginning of the programme. In the evening one hour may be allotted to review the report and to make corrections. Of course, honorarium may also be disbursed at the end of the programme.

(f) In the training programmes no session should be wasted for want of a resource person. The organisers must foresee this and should engage the trainees usefully either themselves or with the help of resource persons locally available.

(g) The agencies should keep the necessary things ready well before the training programme. The minimum things that can be expected are notebooks and pencils for the participants.

(h) Whenever resource persons are invited, the agency should brief them on what is expected of them and about the educational standard of the trainees. It is always better to get synopsis of the topics from the resource persons so that copies could be taken and distributed to the participants.

—Supervision is an art. Supervisors should make it a point to spend some time in every centre. The following points should be observed by them during their visits.

- Method of teaching
- Subject matter
- Educational environment
- Instructor's relationship with the learners and local people
- Maintenance of records

The supervisor must observe the class without causing disturbance to the instructor and learners, and discuss positive as well as negative points with the instructor later. If need be, supervisor can also take a class. In this way he can give the instructor the feeling that he is a partner in his work rather than an inspector. Instructor learns many things in the field which

he may not have been told about during training. He may face certain situations or problems which he had never expected to face. Here, the supervisor's help is necessary. If the instructors are not able to solve the problems themselves, they can bring it to the notice of their supervisors.

—Reporting is very important in any system, as it is a tool for monitoring and evaluation. The Government has prepared with great care different forms for reporting. If these are filled correctly and sent to the concerned office, monitoring will become easy. All the functionaries must be given practical training in filling up the forms. The functionaries must be told that improper or incomplete filling up of the report forms will lead to total failure of the programme.

The adult and non-formal education schemes going on in our country are valuable schemes with huge financial outlays and should be utilised to the full for educating our illiterate masses. For, if our poor illiterate masses do not get education now, they may not get any opportunity to educate themselves in the future. ●●●

Motivating Adult Learners in Rural Areas : An Analytical Study

Hemlatha Prasad

Motivation, says the author, refers to the process of arousing action, sustaining the activity in progress, and regulating the pattern of activity. To motivate is to cause the release of energy to the desired goal. The article analysing the findings of studies conducted in Andhra Pradesh Rajasthan, Bihar and Pune in Maharashtra, concludes that unless Adult Education Programme is meaningfully linked to the programmes with economic benefits, the required motivation may not be generated, and recommends that women's centres should be integrated with the functioning of Mahila Mandals to enable them to utilise facilities like that of creche and nutrition programmes.

LACK of motivation among adult learners particularly those who are deprived socially, culturally, intellectually and economically has been a basic constraint in the successful implementation of the Adult Education Programme launched in 1978. It is important that an adult learner who joins an adult education centre is sufficiently motivated and has faith that his participation in the programme would benefit him in terms of acquiring reading and writing skills, achieving better functional knowledge and awareness, which in turn would contribute to general improvement in his life. Therefore, for evolving an effective motivational strategy it is important to understand the nature and level of motivation, and to identify the factors that motivate adult learners.

Evaluation studies on various aspects of the Adult Education Programme have been undertaken in different States. One such study conducted in Andhra Pradesh revealed that the learners dropped out not immediately but gradually over a period of time. Some of the reasons mentioned by the majority of the drop-outs for discontinuing were : involvement with work, and family problems like confinement in the case of women, poor health conditions, early

marriage and opposition from husband. Some other reasons mentioned were : inconvenient location, inadequate facilities and unpleasant reaction from the fellow villagers. As regards potential learners, it was revealed that intensive knowledge about vocation, good health, family members being convinced, interesting teaching, etc., were motivating factors for them to attend the centre.

The study conducted in Rajasthan revealed migration, occupational pressures, and illness as some of the major reasons for the learners' dropping out. Intensive knowledge about agriculture, convenient location of the centre and more facilities at the centre were revealed as motivating factors.

The learners' perception of the benefits and relevance of the programme varied. Acquisition of reading and writing skills and faith in agricultural knowledge were, however, considered as important benefits by the learners according to both the studies.

In the Rajasthan study, some of the suggestions offered by the learners for the improvement of the programme were : better facilities in terms of building, sitting and lighting arrangements, the content, the type of teaching in the class and vocational training, good location and encouragement from family and other villagers.

Another study conducted in Bihar indicated family problems and low income, instructors' failure to make the class interesting, inconvenient location of centres and unsuitable timings of the centre as the reasons for the learners' dropping out. Learning to read and write and acquisition of skills related to agricultural activities, weaving, carpentry, poultry, child care, etc., were men-

tioned as motivating factors to attend the centre by most of the learners. As regards their perception of the benefits and relevance of the programme content, most of the learners felt that the programme had not helped them in increasing their earning and had not been able to impart knowledge or skill to all those who were desirous of learning poultry farming, weaving, carpentry, etc. The awareness with respect to cooperative society, family welfare centre and Rural Bank facilities, minimum legal age of marriage, of exercising right of franchise in Assembly and Parliamentary elections was not found to be satisfactory.

The experience of these studies has shown that educational initiative, without potential economic advantages to the participant does not generate the required motivation among adults. Also, learning content unrelated to the realities of daily life does not sustain interest.

Studies have shown that motivation can be generated by creating opportunities, removing obstacles, encouraging growth and providing guidance. The individual must be exposed to the various opportunities to attract him and make him want to accept the new opportunities for change and thereby improve. In this process assistance to avail the opportunities with guidance where necessary, may go a long way in motivating people to change.

Another way to motivate an individual is to help him realise his own expectations or aspirations. Each man expects something to happen day in and day out which guides his behaviour. It is necessary for us to guide his expectations on realistic lines so that every expectation turns out to be an achievement which in turn would provide

motivation for sustaining the onward activity towards the goal.

One method of motivating, particularly the culturally or intellectually deprived groups is by providing environmental stimulation whereby they get attracted towards the achievement of a particular task. In this the audio-visual media of communication can play a very important role.

Motivation refers to the process of arousing action, sustaining the activity in progress and regulating the pattern of activity. To motivate is to cause the release of energy to a desired goal. Effective motivation is determined by three factors, namely, the (1) goal that is to be realised, (2) the energy that is to be released, (3) the tool or method that is to be used to direct and control the energy.

Motivation can also be generated by offering incentives. But, these incentives should be meaningful, and their achievement should lead to the satisfaction of the individual. Hence there is a need for more flexible and need related incentive programmes based on proper understanding of the needs.

The methods propagated for motivation development either independently or jointly have potential for not only motivating adults to attend adult education centre but also for sustaining the improved level of motivation for learning. The selection of any of these methods would depend upon the nature of the individual to be motivated, the type of tasks to be achieved, and the extent of social interaction needed in the learning process.

A study was undertaken in the Pune district of Maharashtra State to evaluate the implementation of the Adult Edu-

cation Programme launched in 1978. The main objective of the study was to examine the functioning of adult education centres. The idea was to get information with regard to the existing facilities, the operational aspects, and the perception of various categories of people associated with the centre. The present paper discusses some of the study's findings related to motivation.

The study covered one block, six villages, six centres (two for men, three for women and one combined for men and women) with sixty learners and potential learners, and thirty drop-outs, each. The questions selected for analysis for this paper formed part of larger interview guidelines for the assessment of socio-economic background of the respondents and motivating factors directly and indirectly, for example, learners were asked about their impressions with regard to availability and adequacy of learning and teaching material, and about the programme in general; non-learners were asked to give reasons for not attending the AEC, incentives they desired to attend the centre and what in their view were the benefits of the programme; and drop-outs were asked to give reasons for withdrawal from the programme and the changes they needed to rejoin the centres. These questions were administered individually through interview method.

Personal and Social Characteristics of the Respondents

Learners

There were 33 women and 27 male learners in the sample covered. Among them 36 were married, 21 unmarried and 3 widows. 14 had studied up to 1 or 2 classes during their life time. The age range of the respondents

was from below 13 years to above 35 years. Half of them fell in the age group 20 to 34, 16 were below 19, and 14 above 35. Most of the respondents belonged to high caste, only 9 of them were from scheduled caste (6) and backward class (3). Most of the respondents were either cultivators (24) or agricultural labourers (32). Among the cultivators, there were some marginal farmers who also worked as casual labourers. The income of the respondents ranged from below Rs. 1,000 to Rs. 4,000 and above per annum, with the majority of them being in the range of below Rs. 1,000 to Rs. 3,000. A considerable number of them (20) did not have land and the land of those who had it ranged from less than 2 acres to 6 acres. 28 of them had land ranging from less than 2 acres to 6 acres. Most of them had been exposed to radio and television wherever community TV sets were available and only two said that they were reading newspapers. As for membership of local organisations, it was largely restricted to youth clubs, followed by Mahila Mandals and Bhajan Mandals. The data by and large indicate that except for a few, the respondents belonged to lower economic level.

Potential Learners

There were 36 men and 24 women. 37 of them were married and 23 unmarried. Their age range was from below 14 years to 34 years. There were only 3 persons who were below 14 years. 52 of them belonged to high caste and only 8 to backward classes (3) and scheduled caste (5). Most of them were agricultural labourers (41) and 14 of them were cultivators. Their income ranged from less than Rs. 1,000 to 4,000 and above per annum. A

large number of them (54) had income below Rs. 2,000. Majority of them did not own any land (51) and the land of those who owned it ranged from less than 2 acres to 6 acres. All of them had been exposed to radio and T.V. Their membership with regard to village organisations was restricted to co-operatives (1) Mahila Mandals (3) and youth clubs (5). Thus, potential learners selected for interview had the same socio-economic background as the learners.

Drop-outs

The sample of drop-outs consisted of 15 males and an equal number of females. Their age ranged from 15 to 47. The number of those belonging to high caste (Maratha) was quite high (17) and the remaining (13) were equally distributed among the backward class and scheduled caste. Majority of the drop-outs were agricultural labourers and cultivators, and as for the remaining, equal number were engaged in rope-making, cattle rearing, business and government jobs.

Findings

Learners

The perceived reasons for the establishment of the centre and its functions were by and large restricted to the idea of making people literate. For majority of them to learn to read and write; to acquire knowledge about agricultural operations and inputs and animal husbandry programmes; to get better employment; not to become victim of deceit; and to be able to travel confidently without asking anybody for guidance were the mobilising factors for attending the centre. The problems which prevented others from attending the centre, as perceived by learners, were family problems.

having to go for work to distant farms and seasonal nature of their work, poor health, and lack of interest in learning.

As for their opinion regarding the programme content the perception of the learners varied ranging from acquiring reading and writing skills to gaining knowledge about work. Their perception of the relevance of the knowledge in their day-to-day life was in terms of agricultural operations, Panchayat taxes, in undertaking travel, to help children in their studies, and to develop confidence and sociability in their attitudes. As to whether they enjoyed being in class room with other adult learners, it was revealed that they found co-learners friendly and cooperative. A few, however, indicated that they were irregular and not interested in learning.

Some of the suggestions offered by the learners for improving the functioning of the centre were : giving information about employment opportunities, agricultural operations, animal husbandry schemes, child care, health and hygiene, land revenue and other taxes, and opportunities available for vocational training. The women learners wanted medical services, and supply of milk or some other incentives in the centre. From all these suggestions it is quite obvious that learners are seeking certain enlargement of the functions of the adult education centre.

Potential Learners

The reasons which prevented them from enrolling in the adult education centre were mostly related to their being engaged in work. Quite a few mentioned family problems as the reason. Inaccessibility to the existing centre, opposition from family members, the need to look

after children, cattle, and lack of direct benefit by attending the centre were some other reasons. Thus the problems revolved around their work and also family. As for the reasons for their co-villagers attending the centre, they perceived these to be to learn to read and write, gain knowledge, have time to attend, desire for getting better job and leading a better life. The reasons so perceived together by and large reflect their concept of adult education which is restricted to acquiring literacy or knowledge.

An attempt was also made to find out their possible interests in attending the AEC. Some of these were : vocational training courses, recreation facilities, timings to suit their convenience, some arrangement for looking after their children and organising field trips and *bhajans* in the centre. One of the important suggestions was to organise programmes in the centre which would help them to develop skills in certain vocations.

In order to find out whether they experienced any kind of handicap because of illiteracy, most of them answered in the affirmative. Some of the handicaps felt were : inability to read and write, dependence on others, inability to get better jobs and social recognition. This indicates that they at times feel unhappy about their being illiterate. This is a favourable sign as discontent with regard to one's position might generate a desire to improve. Thus, it is possible that while the desire for bettering is there, the modalities available are not effective enough in view of some of the occupational and family problems experienced by them. Most of them agreed to join the centre if given some incentives.

Drop-outs

Being busy with work and family problems were given as reasons for discontinuing with the centre by majority of the respondents. Work related reasons included difficulty in attending the centre during agricultural seasons, fatigue after work and inconvenient timings. As for family problems, these comprised household work, looking after old people and children, poor health conditions and opposition from family members. The other reasons mentioned were : disinterestedness in classes, lack of anything new to learn, want of good company, and inconvenient location. When asked to suggest any change to rejoin the AEC, most of them referred to their personal problems like lack of time and inconvenient timings and location of the centre. A considerable number of them wanted vocational training courses or job oriented classes related to their occupations, and a few wanted to have entertainment facilities such as T.V. and Radio at the centre. Interestingly, health and medical facilities, milk or food for children, *balwadies* (creches) for children were regarded as incentives for their attending centres, especially by women.

When asked whether they considered it worthwhile to learn at this stage, 27 out of 30 respondents expressed a positive view. The reasons mentioned were: the anxiety to learn to read and write ; to gain knowledge and advantages in undertaking travel alone, and to be able to know the children's progress at school and help them in their lessons. As for their fellow-villagers attending the AEC, again they perceived the desire to read and write, to obtain some knowledge, to be able to sign one's name, the availability of sufficient time

and keenness to develop a sense of independence as the motivating factors. Thus, it may be inferred that in spite of their being drop-outs their reaction to the programme was positive and they perceived benefits from it in terms of literacy.

Conclusion and Recommendations

Adult education centres should be linked with development programme in terms of supply of inputs including credit and identification of the beneficiaries for any programme. Unless we make the Adult Education Programme attractive by meaningfully linking it to the programmes with economic benefits, the required motivation may not be generated.

Considering that women's attitude to learning was indifferent in the absence of supporting services, their centres could be integrated with the functioning of Mahila Mandals to enable them to utilise facilities of creche, and other nutrition programmes.

Since most of the learners expressed a desire to learn to read and write and acquire knowledge related to agricultural operations and animal husbandry to be able to improve their earning, it may be inferred that the programme content has not been able to impart knowledge and create awareness to sustain their interest to learn. Hence it is necessary to prepare teaching and learning material based on their felt needs with a proper combination of the three components, namely, literacy, functionality and social awareness.

As the centres were found wanting in physical facilities like building, sitting and lighting arrangements, audio-visual aids, recreational facilities, and T.V. and Radio, these may be provided to create an environment conducive to learning.



Sign-posts for a Learning Society
by Kamalini H. Bhansali Published
by Gokhale Education Society,
Nashik; Rs. 36; \$ 3.5; £ 2.5 pp. 146

BOOK REVIEW

India's goal today is establishment of a learning society. Different educational institutions and agencies are following different methods to reach the goal. This task envisages exploration of different ways, methods and techniques. Kamalini Behan has gone through this exploratory task to clarify the concepts underlying the different aspects of a learning society, in this country where the formal education system has partially failed to serve our needs and purposes. She has cogently brought out the philosophical as well as functional aspects involved in the creation of a learning society.

The search for non-formal education programmes has led the author to search out the various sign-posts which can lead us to the right path and to our desired goal.

It is natural that the author, who has an extensive experience in taking the university to the people, should talk about the role of universities in providing extension service to different types of clientele in various areas of learning. Her experience is that in the process of taking knowledge to the people, the

university teachers simultaneously gather knowledge for the people by interacting with them and their problems. This interaction by itself is a great educational process and promotes the real purposes of university, namely, pursuit, diffusion and production of knowledge. Therefore, extension should occupy a pre-eminent place in the university system. Non-formal education must be taken to the deprived sections, because it is their participation that would determine the level of development of the poor and the country's stability, unity and integrity. The universities along with their obligations for the formal education process must undertake non-formal education. The universities must build up infrastructure for this purpose, and also work along with other agencies that undertake non-formal education. Other structures too need to be built to promote non-formal education and to establish a learning society. Besides, some of the existing structures also need to be used for non-formal education.

While dealing with continuing education, the author has clearly stated the parameters within which she has tackled this difficult but inspiring subject. After dealing with "what, why and how" of continuing education in the first chapter, she has examined the different agencies, specially the role of universities in the process of continuing education, in the second chapter. The third chapter deals with the different stages in respect of programme-planning and evaluation and gives concrete models from India as well as from other developing countries. The fourth chapter examines the credo that is the foundation of continuing education and of adult learning. The fifth

chapter examines the institutional approach to adult and continuing education. The sixth and seventh chapters primarily examine the living agency that will be involved in the continuing education programme. The trinity of an educational process is "being-becoming-belonging". The author has examined these aspects in respect of women. The sixth chapter stresses the first two—"being and becoming"—and the seventh chapter examines women as "belonging" to constitute a learning society.

At this point of time, it is my considered opinion that women alone can be the agent of social change as they are the most exploited section of our society and yet most service-minded with compassion, devotion and dedication to their family and their neighbourhood. Therefore, non-formal education for women is of utmost importance. Mrs. Bhansali has done well to draw our attention to this great gap in our educational planning.

The author is very modest when she says that her portraiture of a learning society "is not fully complete" and that the readers can complete it according to their needs so that through this partnership, they could be inspired to work for the establishment of a learning society in the country before the turn of this century, "and pursue the variety of continuing education", for a man and a woman must be provided increased opportunity "to transform each moment of his/her living into one of learning, sharing and growing" because only in "learning sharing and growing" lies the joy of life.

The author has given some examples from SNTD University's work. Will other

universities undertake such programmes "to meet the requirements of an average Indian woman, who could not keep pace with formal educational system"? It would be desirable for other universities to try some of these experiments with such modifications as are relevant to their specific milieu. A few colleges can also follow the experiments with profit.

A unique feature of this book is its valuable appendices which form the informative and pragmatic aspects for the sign-posts for the learning society. The first appendix clarifies "The welter of words" in which the continuing education is submerged. Appendix 2, through systems analysis, gives charts of programmes and for organisation of set-up. The most valuable 3rd appendix is a course-bank which can serve as a base for institutions engaged in non-formal educational process to design and structure their own different types of offer. The 4th appendix is a most extensive bibliography in different aspects of non-formal education. The appendix is valuable not only for the books dealing with the subject but also for its inclusion of reports, monographs, articles and journals.

The author, who happens to be one of the leaders of the academic community, must take up the leadership of the group of intellectuals who are advocating reform and restructuring of our institutions of higher learning, so that the large amount of money that is being wasted in maintaining a system which has outlived its utility could be used in developing the various signposts for a learning society, indicated by her in this very thought-provoking book. It has provided me with an intellectual fare which is absent in most of the books being produced in our country at present. People like me who have been working almost for half a century for a place for continuing education are heartened that a young academician is working for the uplift of the down-trodden, deprived and exploited section of our society, so that they may have an opportunity to learn and grow.

The book deserves to be read by all academicians, specially adult educators working at the university level. It is a very good guide to all non-formal educators, and a reference material for training programmes in the emerging discipline of adult education.

S. C. Dutta

Adult Education News

Seminar to Review Draft Report on Study of Research in Adult Education

The Indian Adult Education Association organised a two-day seminar to review the Draft Report of its Study of Research in Adult Education in India, on February 9 and 10, 1985, in New Delhi. There were 25 participants including researchers, planners and adult educators from various parts of the country.

Dr. Salamatullah, the Project Director of the Study presenting the report said, anything which helps in improving the quality of life, outside the formal education system, has been taken as adult education for the purpose of this Study.

He said that while some studies were quite good, others were mere description of experiences. From among the University researches, he said that only doctoral dissertations had been abstracted in the study, and Master's level dissertations had not been abstracted because these studies were in partial fulfilment of the requirement of Masters Degree. A small mention about these had been made in the Study, he added.

Dr. Salamatullah said that some of the research dissertations touched some concrete problems of adult education like Policy, Methods, Curriculum and Administration. But most of the studies, he said, were in the form of surveys only, and the components of awareness and functionality had not been covered. He said that very few studies had been done on curriculum and on teaching/

learning materials. He observed that in majority of the studies proper research methods and tools had not been used and in most of them the methodology of research was rather poor.

Earlier, Mr. J.C. Saxena, Hony. General Secretary of the Indian Adult Education Association in his welcome address said that this report will fulfil the long felt need of persons involved in adult education in this country. Dr. K.M. Bhatnagar, Director, IAEA, introduced the programme of the seminar.

The seminar discussed at length whether the comments/opinions of reviewers at the end of each study should be given or not. After considerable discussion it was decided that the opinion of reviewers on the quality of methods and tools used in the study should not be given at the end of each study but be given separately at the end of each chapter, without naming the particular study.

Mr. M.C. Nanavatty in his presidential remarks suggested that Indian Adult Education Association (IAEA) may demarcate the areas for research into academic and field-based studies. The former may be undertaken by universities and the latter by agencies like Indian Adult Education Association. He also suggested considering the need for action research and participatory research in adult education. Mr. Nanavatty was also of the view that IAEA should organise seminars to review research efforts in adult education on a regular basis.

The seminar noted that the quality and effectiveness of an adult education programme depends to a large extent on the research and investigations by which it is backed. Research can give answers to many questions and problems faced by adult education functionaries. Adult education as a discipline draws heavily upon the social sciences and the humanities, and the findings of research in adult education itself. The basis of research is scientific investigation of all aspects of education, and systematic collection of facts for the purpose of deriving sound generalizations that can be applied to the solution of real problems.

The seminar made the following recommendations :

—The Directorate of Adult Education should organise and coordinate and promote larger research projects of national importance in collaboration with competent agencies.

—There should be a well-equipped research cell attached to each SRC and a subsidiary unit located at each district headquarters with a research assistant.

—Indian Adult Education Association should have a research cell on a permanent basis to conduct, monitor, review and disseminate research. Closer coordination should be developed by IAEA to function as a Clearing House for Research, Training and Experimentation.

—Certain basic tools of research should be developed and standardized in different social, cultural settings and languages of the country for localised use, such as, adult intelligence tests, proficiency tests in reading, writing and arithmetic, attitudinal scales to assess level of awareness, etc.

—The accent in research should shift

from the quantitative to qualitative aspects of life. The nature and goals of adult education demand more emphasis on improvement in quality of life. In-depth case studies of successful programmes and its impact should be conducted in various parts of the country.

—Investment in research on adult education should be enhanced manifold to provide adequate manpower support as well as institutional support. Universities with departments of Adult and Continuing Education should be strengthened to play an active role in research on a regular basis.

—Studies on adult as a learner, his attitudes, characteristics, interests, motivation and abilities should be undertaken.

—Researches on adult education movement should also be organised.

—Some other areas of research are :

- (a) Value orientation
- (b) Methodology of adult education
- (c) Leadership, and
- (d) Manpower development

The seminar recorded its thanks for the valuable work done in preparing a report on 'Adult Education Research in India' by Dr. Salamatullah as Project Director and Shri S. D. Bareth as Research Associate on behalf of Indian Adult Education Association, and endorsed the report with appreciation. It also recommended its publication for wider circulation among University Grants Commission, Ministry of Education, Association of Indian Universities, Departments of Adult/Continuing Education of Universities, Directorate of Adult Education, State Resource Centres, and institutional members of Indian Adult Education Association for their consideration and adoption.

Role of Shramik Vidyapeeths in Industrial Workers' Education

The Indian Adult Education Association (IAEA) in collaboration with Bombay City Social Education Committee (BCSEC) and Shramik Vidyapeeth, Bombay organised a symposium on the "Role of Shramik Vidyapeeths in the Education of Workers" in Bombay on February 21, 1985. Over 50 persons from various parts of the country attended it. Dr. (Smt) Chitra Naik, Honorary Director, State Resource Centre, Indian Institute of Education, Pune, was the chief guest on the occasion. Barrister M.G. Mane, President, IAEA and BCSEC, presided.

In her address, Dr. Naik said that industrial workers should be provided training in different skills so that the production in the country increases. She asked the Trade Unions to organise programmes for improvement of skills of the workers. She said that in Scandinavian countries if the trade unions did not undertake skill promotion programmes, their registration was cancelled.

Dr. Naik said that for rapid development of the country, the productivity of the workers must be increased through skills upgradation programmes and Shramik Vidyapeeths (Polyvalent Adult Education Centres) could play a great role in this regard.

Mr. J.C. Saxena, Hony. General Secretary of the Association in his keynote address traced the history of the first Shramik Vidyapeeth (SVP) set up in Bombay and gave an account of the various training programmes conducted by it. About 30 Shramik Vidyapeeths have been set up in the country after the successful experiment of the Bombay SVP and many more are likely to

be set up in the near future. The Shramik Vidyapeeths have to meet the educational, training, cultural and recreational needs of the young men and women in urban and semi-urban areas. Most of the youths migrating to towns from rural areas in search of jobs do need adequate guidance and training. SVPs are eminently placed to play this important role. SVPs, Mr. Saxena said, should not rest on their past laurels but constantly explore new fields and methods of training. The concept of polyvalency itself has undergone a change and the SVPs have to appreciate and accept the same. In a world where technological changes are constantly taking place, training and retraining become highly imperative. Continuous research and surveys of the local areas are required if the SVPs have to justify their existence. The success of the SVPs, Mr. Saxena stressed, depended on their capacity to induce the local industries/workshops and enterprises to participate actively in their programmes meant for developing skills and awareness among the participating youths.

Shri J.M. Gadekar, Member-Secretary, Bombay City Social Education Committee in his paper said that Shramik Vidyapeeth should look upon adult worker as a human being, having various facets to his personality with different roles to play in his life such as that of worker, family head, and citizen, and its programmes should be tailored to satisfy these needs of the individual in an integrated way.

Barrister M.G. Mane in his presidential address said that the Shramik Vidyapeeth in Bombay was meeting the varied needs of workers and, over 4,000 workers were being trained by it every year.

Recommendations

The following recommendations were made :

—The Shramik Vidyapeeth should train workers in citizenship education so as to bring in them consciousness of community feeling, and awareness of human values and should link their programmes with all developmental activities.

— Grant-in-aid should be given to Trade Unions and Co-operatives to undertake general and vocational education of their members.

— Efforts should be made to involve a larger number of women in the programmes of Shramik Vidyapeeths.

— There is an urgent need to provide training/orientation to the staff and

resource persons of Shramik Vidyapeeths.

— Evaluation of the programmes of Shramik Vidyapeeths should be undertaken periodically so as to bring improvement in their programmes from time to time. Research on the problems of the workers should be undertaken.

— Material and visual aids should be prepared on a large scale so as to serve the needs of different kinds of workers.

— The public relation work of Shramik Vidyapeeths should be promoted so that a large number of people can participate in their programmes.



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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all indivi-

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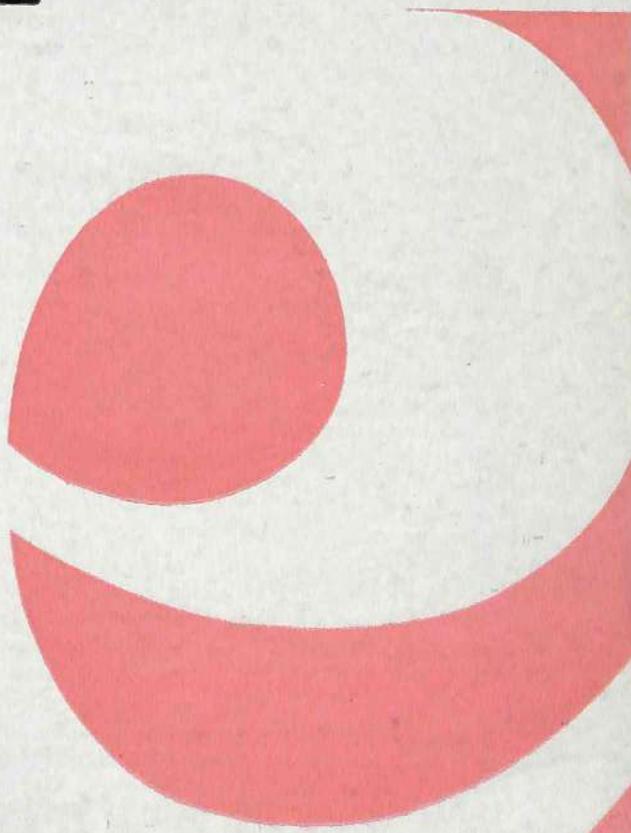
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Educational Opportunities for Indians in South Africa

Carolyn Winter

IN June 1980 the South African government appointed a Committee, the De Lange Committee, to "conduct an indepth investigation into all facets of education in South Africa with the aim of establishing principles for an education policy which would allow for the realisation of the potential of all inhabitants of South Africa, promote economic growth and improve the quality of life of all inhabitants." (Cited in survey of Race Relations; 338; 1981). The appointment of such a committee was the response to continued unrest, evident in school boycotts and expressed dissatisfaction by teacher organisations. Much of the unrest was attributed to the inequalities existing in the provision of education to the various racial groups in South Africa. The continued implementation of Apartheid policies, which required that each racial group should have its own schools, was seen to be largely responsible for the continuation of such inequalities in the education system and ultimately in the labour market.

The findings of the De Lange Committee, presented to the government in 1981, included the following recommendations:

- Equal opportunities for education, including equal standards

Apartheid at this point of civilization is a blot on the entire human race. And if it is in respect of education its adverse effect, in terms of untapped human potential, on the country's economic growth cannot be underestimated. Unfortunately, in South Africa the disparity in the provision of education continues as is evident from the per capita expenditure on education for different racial groups, pupil-teacher ratios and the quality of teaching staff provided. The Indians, the author concludes, while not experiencing the severe inequalities of the African population group, do suffer from poorer educational facilities than the white population.

for every inhabitant, irrespective of race, colour, creed or sex.

- That education should afford positive recognition of what is common as well as what is diverse in the religious and cultural way of life and in the languages of the inhabitants.
- The provision of education shall be directed in an educationally responsible manner to meet the needs of the individual as well as those of society, and economic development, and shall take into consideration the manpower needs of the country.

(De Lange Report; 14; 1981)

Thus, the general conclusion of the Committee was that difference of race could no longer be considered to be the ground for the discrimination of resources in the field of education.

Despite the acceptance of the general recommendations of the De Lange Committee, the government, however, expressed its continued commitment, in 1981, to its policy of providing separate educational facilities for each population group. In the light of the continued implementation of such policies it is interesting to examine the provision of education to the Indian community of South Africa, and to establish whether inequalities in such provision have been reduced since the publishing of the recommendations of the De Lange Report.

The available statistics reveal high attendance levels at schools by the Indian community. The Indian community has been particularly responsive to educational opportunities as reflected

in the large number of privately funded institutions. This responsiveness has in part been responded to by government funded expenditure on the establishment of new schools: in the 1981/82 financial year 21 new secondary schools and 25 new primary schools for Indians were under construction. (Survey of Race Relations ; 425 ; 1982).

The inequalities in the education offered to the Indian community are however, evident on examination of the available statistics regarding government expenditure per capita; the quality of teaching staff available to this sector; and the salaries paid to the teaching staff.

The amount budgeted for expenditure on education for all population groups is shown in Table 1.

TABLE 1

Estimated per capita expenditure (excluding capital expenditure) on education (in South African Rand)

Racial Grouping	(Pre De Lange Committee)		
	1980	1981	1982/83
White	not available	913,00	1211,00
Indian	317,16	513,00	711,00
Coloured	not available	253,16	497,00
African	77,82	139,66	146,00

(Sources : Survey of Race Relations; 1981; 1982; 1983)

That serious and substantial inequalities in the provision of education to the Indian community exist is evident

in the continuing discrepancy between expenditures on Indian pupils and white pupils. This pattern has continued despite the recommendations of the De Lange Committee.

The ratio of teachers to pupils reflects similar inequalities. The effect of larger classes on the quality of teaching has received much attention in recent times and has been shown to have adverse effects on the standards.

TABLE 2

Pupil-teacher ratios in South African schools

Racial Grouping	1980	1982/83
White	1 : 18	1 : 18.2
Indian	1 : 24	1 : 23.6
Coloured	1 : 27	1 : 26.7
African	1 : 48	1 : 42.7

(Sources : *Survey of Race Relations 1982, 465; 1983, 420*)

However, the standard of education provided to the various racial groups is likely to be further affected by the quality of teaching staff. The appropriate qualification for teachers is generally taken to be the completion of secondary school and a teachers certificate or diploma. The percentages of 'unqualified' teachers employed at the various schools in 1982 were as shown in Table 3.

While the African population group suffers from the most severe shortage of qualified teachers, the Indian and coloured groups also reflect fairly severe shortages of suitable qualified teachers in comparison with the white population.

The examination of the statistics presented in the above tables thus

TABLE 3

Percentage of unqualified teachers employed—1982

Racial Grouping	Percentage of unqualified teachers employed
White	3.36%
Indian	19.7%
Coloured	66.14%
African	85.00%

(Source : *Survey of Race Relations; 466; 1982*)

reveals the existing inequalities of the educational system. This pattern can be seen to continue from 1980 to 1983/84 despite the acceptance of the recommendation of the De Lange Committee in 1981 that there should be equal opportunities for education irrespective of race. The continuing inequalities in education are seen largely to be a reflection of other major inequalities existing in South African society. The central issue remains—the continuation of the Apartheid policies by the Nationalist government.

Largely as a result of the inferior educational opportunities available to them, the non-white racial groups have of late been increasingly turning to alternative educational institutions. Hence, there has been a growing pressure for vocation training and adult education opportunities. Five Indian adult education centres operated in 1983, providing short run programmes for apprenticeship schemes, commercial studies, and hotel and catering courses among others. While these educational avenues are currently rather restricted, the prevailing manpower shortages experienced in South Africa are ensuring that growing investment is undertaken in this area.

Regional Educational Disparity among Scheduled Castes of Punjab

Amrit Kaur and
Tarlok Singh

DISPARITY in allocation of resources generally causes imbalances and inequities across regions and different social groups. Furthermore, persistence of these inequities over the time often results in low productivity and mass poverty. Educational backwardness in a given region and or social group is no exception, as it, too, has its roots in the non-availability of adequate resources.

Having been denied educational opportunities for centuries the scheduled castes and tribes are now offered by the Government special incentives in the form of subsidies, scholarships, free-ships, etc. to boost their level of literacy. The present article tries to assess the results of such inputs by studying the disparity in the literacy level of scheduled and non-scheduled castes of Punjab,

Scheduled castes form about one-fourth of the total population of Punjab. For centuries they have blatantly been denied educational opportunities. Owing to this historical and cultural vendetta, today, a high degree of educational backwardness is prevalent among them. Educationists and planners are quite concerned about this problem. During the last three decades a number of programmes have been launched to eradicate illiteracy among scheduled castes. Somehow at the implementation stage these schemes flopped and no spectacular change, as anticipated, in the level of literacy among scheduled castes could be brought about. Census reports show that the rate of literacy among scheduled castes of Punjab in 1961 was 10.3% which rose to 16.1% in 1971 and became 23.9% in 1981. During the period of these two decades

(1961-1981) the literacy rate has almost doubled but this is much below the national level of literacy (36.2%). Hence it cannot be regarded as satisfactory.

In the last decade or so various districts of Punjab have seen rapid industrial and agricultural growth, and in the wake of this other spheres of life have also been affected. However, the effects of growth have not been uniform. Some districts have had more growth than the others. Educational growth among different social groups could also not remain unaffected by the industrial and agricultural growth. It would be worthwhile to analyze districtwise educational growth among the scheduled and non-scheduled castes of Punjab during the last two decades. Social groups like scheduled castes in addition to general expenditure on education are provided with special incentives in the form of subsidies, scholarships, stipends, free-ships, etc. These monetary incentives should be considered as enough to motivate and boost the level of literacy rate among scheduled castes. If these incentives cannot help scheduled castes in attaining higher level of education, they can at least facilitate acquisition of literacy at par with the non-scheduled castes. Results of such special inputs are required to be assessed. In this study we propose to study the results of such special inputs in terms of gain in rate of literacy among scheduled castes.

The Problem

During the last two decades agencies, official as well as voluntary, engaged in the welfare of weaker sections of society in Punjab have made concerted efforts in imparting literacy skills. The present paper is an attempt to study whether the districtwise rate of literacy among scheduled castes residing in Punjab has

reached at par with the non-scheduled castes or not. The assumption can be safely verbalized as:

At district level there exists no difference between the rate of literacy among the Scheduled Castes and non-Scheduled Castes of Punjab.

Notations

Algebraically, the relationship of literacy equivalence can be expressed in terms of ratios of total literates to the total populations of the respective social groups under comparison as-

$$\frac{\text{Total No. of literate scheduled castes (A)}}{\text{Total population of scheduled castes (B)}} = \frac{\text{Total No. of literate non-scheduled castes (C)}}{\text{Total population of non-scheduled castes (D)}} \dots\dots \text{Eq (1)}$$

.....Eq (1)

Cases where these proportions are equal, shall be regarded to mean that the two social groups have equal rate of literacy. But often this condition cannot be met in practice. However, unequal proportions would be enough evidence of existence of disparity among the two social groups under comparison. Eq(1) can be further simplified and written as-

$$\frac{(A \times D)}{(B \times C)} = 1.00 \dots\dots \text{Eq(2)}$$

Where letters A, B, C, and D have the meaning as given in Eq (1) above. The ratio in Eq (2) may be called an Index of literacy Equivalence or simply an Equivalence Index (E.I.). More than often, the ratio, E.I. may turn out to be less than 1.00 and to avoid fractions, it may be multiplied by 100. So Eq (2) would become

$$E.I = (A \times D) / (B \times C) \times 100 \dots\dots \text{Eq(3)}$$

The Study

Provisional Primary Data of Punjab

TABLE 1

DISTRICT-WISE RATE OF LITERACY AMONG SCHEDULED AND NON-SCHEDULED CASTES OF PUNJAB DURING 1961-81

District	Population (1981)		Literates (1981)		Rate of Literacy (%)					
	Total	Schedul- ed castes	Total	Schedul- ed castes	Total	Schedul- ed castes 1961	Total	Schedul- ed castes 1971	Total	Schedul- ed castes 1981
GURDASPUR	1502366	358540	625863	105819	24.9	10.0	34.2	19.1	41.7	29.5
AMRITSAR	2167071	573394	880091	100289	29.7	8.9	35.3	12.1	40.6	17.3
FIROZEPUR	1300778	273328	423303	33008	22.6	6.7	27.8	8.4	32.5	12.8
LUDHIANA	1804420	458012	932665	141918	35.6	13.9	42.6	20.8	51.7	31.0
JALANDHAR	1723699	629297	851315	224598	33.7	15.2	41.3	24.5	49.4	35.7
KAPURTHALA	537156	147151	247391	42039	29.3	10.5	35.7	15.8	46.1	28.6
HOSHIARPUR	1230848	383523	611156	159438	29.6	16.6	40.9	29.2	49.7	41.6
RUPNAGAR	712411	174729	338431	61568	27.7	11.9	37.2	24.7	47.5	35.2
PATIALA	1561547	347102	619585	70081	24.6	8.1	31.5	12.7	39.7	20.2
SANGRUR	1405320	359259	411290	49035	18.7	5.6	24.2	9.0	29.3	13.7
BHATINDA	1294957	352489	366477	32611	18.9	5.7	23.6	6.8	28.3	9.3
FARIDKOT	1429182	454879	483980	55911	N.A.	N.A.	N.A.	N.A.	33.9	12.3
PUNJAB	16788915	4511703	6791547	1076315	26.7	10.3	33.6	16.1	40.7	23.9

TABLE 2

E. I. (INDEX OF LITERACY EQUIVALENCE) AND DECADAL CHANGE (1961-81)

District	E. I.			Decadal Change	
	1961 @	1971 @	1981	1961-71	1971-81
GURDASPUR	34	50	65	15	15
AMRITSAR	25	28	36	3	8
FIROZEPUR	25	24	32	-1	8
LUDHIANA	32	41	53	9	12
JALANDHAR	36	49	62	13	13
KAPURTHALA	30	37	54	7	17
HOSHIARPUR	48	63	78	15	15
RUPNAGAR	36	60	68	24	8
PATIALA	27	34	45	7	11
SANGRUR	25	30	39	5	9
BHATINDA	24	20	26	-4	6
FARIDKOT	N. A.	N. A.	28	-	-

@ Data Based on D' Souza's Monograph

for the years 1961-1981 as published by the Department of Census and as given in Table 1, is used for the calculation of districtwise E.I.'s for the populations belonging to the Scheduled and non-Scheduled Castes of Punjab to test the assumption H.

Table 1 gives district-wise rate of literacy among the total population and the Scheduled Castes of Punjab during 1961-81. Percentage-wise Ludhiana district leads in literacy among the total population and Hoshiarpur district tops among the Scheduled Caste literates all through the 20-year period. In Table 2 we give E.I.'s for the years 1961, 1971, and 1981 alongwith decadal change. A glance at Table 2 shows that no district of Punjab has E.I. equal to 100. So the assumption H regarding parity in education among scheduled and non-scheduled castes is repudiated. In 1961 E.I. varied from 24 to 48; in 1971 it grew from 20 to 63; and it ranged from 26 to 78 in 1981. Here Hoshiarpur district tops the list all through the 20-year period; while Bhatinda district trails behind the others. Earlier, D'Souza (1980) has also studied districtwise educational disparity among scheduled castes of Punjab for the period 1961-1971. D'Souza's data along with 1971-81 decadal change in the rate of literacy and E.I. are also given in Table 2 for comparison purposes. D'Souza found the decadal change in terms of E.I. for the period 1961-71 varying from -4 to 24. In other words, Rupnagar district has gained a decadal change of E.I. equal to 24 whereas Bhatinda district shed 4 points in earlier E.I. For the decade 1971-81, Kapurthala district tops the list with a gain of 17 points but Bhatinda district still trails behind with a decadal change of 6 points. (However, algebraically

Bhatinda district has gained $6+4=10$ points).

Educational growth of scheduled castes over a period of 20 years can be determined by using 1961 data as a base. The limitation of the present comparison, however, would be that the Punjab State has been reorganized. Some portions of certain districts have been taken out to form the new district of Faridkot. So instead of 11 districts in 1961 we now have 12 districts in 1981. For comparison purposes, Faridkot district is left out. During the 1961-71 decade the change in terms of E.I. turned out to be -4 to 24. Scheduled castes of Bhatinda district had the least progress of -4 and Rupnagar district was the most advanced with a change of E.I.=24. Districts when arranged in ascending order of decadal change during the decade 1961-71 are Bhatinda, Firozpur, Amritsar, Sangrur, Patiala, Kapurthala, Ludhiana, Jalandhar, Hoshiarpur, Gurdaspur, and Rupnagar. Patiala and Kapurthala have a tie each with a decadal change of E.I.=7. During the next decade, 1971-81, the Scheduled castes educationally improved their position. The districtwise change in terms of E.I. for the decade 1971-81 range from 6 to 17. Kapurthala district leads Punjab with an educational change of E.I.=17 and Bhatinda district still lags behind other districts with a change of E.I.=6. But the progress made by Bhatinda district is laudable as it covered E.I.=-4 of the last decade (1961-71) and added E.I.=6 for the decade 1971-81. On the whole Bhatinda district has gained E.I.= $-4+6=10$, which is a considerable achievement. The districts of Punjab when arranged according to increasing order of the decadal change for the decade 1971-81 appear as—Bhatinda,

(Contd. on page 13)

Develop Non-formal Structures to Educate Women

S.C. Dutta

Non-formal education, says the author, has its superiority over the formal schooling in terms of relevance, effectiveness and even cost-benefit ratio. While cautioning against any suggestion of developing an alternative non-formal system he says that we must develop non-formal structures to provide education to the women of deprived and depressed section of our population living in inaccessible areas. For woman alone, he feels, holds the key to the solution of several of our problems like over-population, ill health, lack of housing, illiteracy and exploitation.

THE Asian South Pacific Bureau of Adult Education considers that while close linkages should be established between formal and non-formal systems of education, in developing countries non-formal education has its superiority over formal schooling both in terms of relevance and effectiveness and also in terms of cost-benefit ratio. In most of the developing countries policy makers, planners and administrators of formal education are looking towards non-formal and adult education as means to rescue them from their failure because of the irrelevance of the formal education to the needs and requirements of the vast number of people whom we wish to bring within the educational umbrella. Having decided to permit access of education to all the people all over the world and having also taken a decision that education will be provided to every individual in our society by the turn of this century, we must develop educational structures to achieve this goal. But one must be very cautious in making suggestions about the total overhauling of the present educational system. We must not think of developing alternative non-formal system. Instead, it would be

Based on 'Bangkok Statement' presented by the author on behalf of the Asian South Pacific Bureau of Adult Education at the fifth Regional Conference of Ministers of Education and Those Responsible for Economic Planning in Asia and the Pacific, held at Bangkok in March 1985.

better to allow adult and non-formal education experiences to contribute to desirable adaptation of the formal system and make it more relevant and flexible.

One of the significant developments that have taken place in the Region is that a large number of women are coming forward to take advantage of educational facilities. But unfortunately formal education structures are not able to meet their demands both in quality and in quantity. Therefore, we must develop non-formal structures for women's education. It is hardly necessary for me to repeat that if you educate a woman you educate the family. Moreover, an educated woman is in a position to see to the success of our population education programmes and other developmental programmes for reducing poverty and inequality. Therefore, I would urge UNESCO, the member states and the non-governmental agencies to bring about a change in their attitude towards women's education and assist in building up non-formal structures so that women belonging to the deprived and depressed section of our population and living in inaccessible areas could get the benefit of education and all that it brings in its wake—better health and nutrition, better education for their children, better awareness about the realities around, etc.

Access to education is being recognised as a human right and therefore no woman should be deprived of it for I feel that woman alone holds the key to the solution of several of our problems like over-population, ill-health, lack of housing, illiteracy and exploitation. If education is really considered as an instrument of national development, woman must be recognised as an agent of social

change. Therefore, for the next 10 years greater emphasis should be laid on non-formal education of women. This will lead to universal primary education and eliminate adult illiteracy.

It is necessary to prepare a regional plan of action for non-formal education of women, to ensure universalisation of primary education and elimination of adult illiteracy by the year 2000.

In the preparation of the regional plan of action, non-governmental organisations should be associated both at the formulation and implementation stages. The Asian South Pacific Bureau of Adult Education would be willing to co-operate and extend full support because we are committed to support all movements which would bring light, knowledge, enlightenment and higher standards of living to the common men and women of the Asian region.

There has been a significant advance in the field of higher education in the region. The academic community slowly but surely is realising its concern for the poor and a commitment to the cause of the poor is visible amongst them. Many universities, colleges and institutions of higher learning have added a new dimension to their responsibility, i.e. service to the community known as extension and continuing education. If this is pursued with determination and dedication, I am sure the establishment of a learning society that we are dreaming of will be much easier and the quality of the educational service that the universities would be rendering would enrich and improve the Adult Education movement. UNESCO should help the universities in this region to enter into bilateral or regional arrangements by

which the continuing education departments in the universities are improved and enabled to participate in improving the life of the people of the region.

A need in this region is to provide professional training to adult educators who would be called upon to provide guidance to field level workers. The universities need to organise training programmes and if necessary have post degree professional courses for adult educators.

Further, it is necessary for UNESCO to take up initiatives for eradicating political as well as

legal illiteracy which is rampant in this region and which perhaps is the cause of the denial of social justice and poverty and inequality. Adult education movements in some of the countries of the region are trying to grapple with these problems. Support to the idea of removal of political and legal illiteracy will assist adult education workers throughout this region to prepare programmes for civic education and civil liberties and against exploitation. It is as a part of struggle for these values that programmes of eradication of illiteracy and universalisation of primary education can succeed. ●●●

(Contd. from page 10)

Firozpur, Amritsar, Rupnagar, Sangrur, Patiala, Ludhiana, Jalandhar, Hoshiarpur, Gurdaspur and Kapurthala.

Despite the best efforts of 20 years, scheduled castes of Punjab have not achieved educational parity with the non-scheduled castes. However, it is encouraging that according to 1981 data some districts have very satisfactory progress. Hoshiarpur district ranks 1st in the list with E.I.=78; and Bhatinda district ranks 12th with E.I.=26. Scheduled castes of Punjab, in fact, could be divided into two groups of districts, one with E.I. above 50 and the second group having E.I. less than 50. In Group No. 1 fall scheduled castes of districts Hoshiarpur, Rupnagar, Gurdaspur, Jalandhar, Kapurthala, and Ludhiana with E.I. above 50. The second group comprises scheduled castes of districts

Patiala, Sangrur, Amritsar, Firozpur, Faridkot, and Bhatinda with E.I. less than 50. Though scheduled castes have not attained the desired parity in literacy with the non-scheduled castes, on the whole, financial incentives can be said to have worked satisfactorily. But the districts having E.I.'s less than 50 need more planned strategy to motivate scheduled castes to utilize the opportunity to acquire literacy and come at par with the non-scheduled castes of Punjab.

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Evaluation Techniques in Adult Education

D Janardhana Reddy

NO matter what the programme, evaluation assumes great importance as it helps to improve. It provides guidance to the planners for future planning to the implementors for effective implementation and to instructors for efficient communication. A well designed system of evaluation assists in decision-making and in evolving timely remedial measures by way of identifying flaws at various operational levels of the programme.

Indispensable for bringing about improvement in any programme, project or scheme, evaluation in Adult education is generally constrained due to the low educational level of the target group. Keeping this in view the author discusses the various techniques as also the timing and the type of evaluators suitable for evaluating an adult education programme.

The terms monitoring and evaluation are complementary, with the latter being more comprehensive. Evaluation deals with pre-implementation and post-implementation aspects of a programme. Monitoring, on the other hand comes into picture only during the operation of a programme and involves routine collection and collation of information of an on-going programme.

It plays the role of an adviser, an instructor and a detector. There is another term called quick appraisal, which is often used in the context of evaluation. Like evaluation, it also

aims at finding out the strengths and weaknesses of a programme but is less exhaustive, less comprehensive and less rigorous in character.

Objectives

Schemes are evaluated with the following objectives:

- to identify the merits and demerits of the project

- to find out the problems being faced by the project functionaries

- to provide feed-back to the planners and administrators

- to know if targets are achieved

- to find out reasons for non-accomplishment of targets

- to know whether the expected literacy outcomes are achieved

- to assess suitability of teaching, learning and training materials

- to know about utilisation of funds

Therefore, one of the essential requirements of evaluation is a clear understanding of the objective of the project. Another important requirement is to identify the indicators for evaluating the programme. There are various areas to be covered by evaluation. Broadly speaking, the indicators of evaluation can be categorised into two groups, namely, organisational and educational aspects of the programme. Organisational aspects of the programme may include establishment of centres, enrolment of adults, physical facilities at the centres, recruitment of workers, procurement and distribution of materials, coordination with development departments, utilisation of money, supervision, community support, etc. Academic indicators of evaluation include enrolment of learners, learners' attendance, drop-outs, achievements in

literacy, functionality and awareness, suitability of learning materials, teaching strategies, relevance of curriculum, training of functionaries, etc.

After the selection of indicators, one has to develop diverse instruments for evaluational and academic aspects of adult education.

Techniques of Evaluation

There are multifarious methods and techniques of evaluation. To cite a few, there is observation, interview, questionnaire, schedule, rating scale, check-list, etc. All these methods and techniques have certain advantages as well as disadvantages. Therefore, evaluators must be careful while employing these techniques. Some of the techniques are discussed below.

Observation

It is an important technique of evaluation, which depends on the faculty of seeing, hearing, feeling and noting. It is the most direct method of collecting information as the observer tries to obtain data directly from the scene or skills, attitude and behaviour of the persons involved. Evaluators are required to observe the functioning of the centres objectively without any bias or prejudice. They need to record their observations immediately so that there is no distortion in the recording of data due to forgetfulness. Many a time evaluators do not note down any points at the time of observation due to want of time and later while trying to recall the details for preparing the notes give the facts wrong.

By simply observing behavioural patterns of adults in reading and writing their slates and notebooks, and readers

themselves one can get an idea of the academic progress of adult learners. Speed in reading, ease in writing, physical facilities at the centre, community support in the village and instructors' behaviour in the class can be assessed by observation method.

Interview

Another way of collecting information is through interview. There are several types of interviews—individual interview, group interview, structured interview and unstructured interview. Information can be obtained either from one individual or from a group of people, say, 10 to 20 persons at a time. As for standardised interview, questions have to be presented in the same order and with the same wording to all respondents. One advantage of this type of interview is that the answer or the results of one individual can be compared with those of others. However, in unstructured interview there is more flexibility and freedom, and this sometimes affects the results because of lack of uniformity. Social awareness and functionality components of adult education can be evaluated by employing interview technique. This has certain advantages over the method of administering questionnaires in that the interview is more appropriate for semi-literates.

While asking questions, care should be taken that these are clear, simple, direct, short and relevant to the subject. Further, the question should invariably be within the comprehension of adults. It is also necessary to establish rapport with the respondents, before eliciting information from them so that they are able to express themselves freely and fully without any fear or shyness.

Conversational Approach

Adult learners may not be able to respond to written questions through written answers. Therefore, one may adopt simple conversational approach to assess the knowledge and attitudes of learners or functionaries in a natural setting without making them aware that they are being evaluated. This is a good non-formal method of evaluation.

Questionnaire/Schedule

Questionnaire is an extensively used device. "In general the word questionnaire refers to questions by using a form which the respondent fills in himself." The precondition here is that the respondents should have adequate reading and writing skills to fill in the questionnaire. As such, this device would not be useful for a population with low level of education. In such cases it would be appropriate to use schedules which the investigator fills up himself.

There are two types of questions closed and open-ended. The closed form requires the respondent to give answer only in yes or no, or to put a tick mark against one of the choices. The open-ended question, on the other hand, gives freedom to the individual to answer in his/her own words. Evaluators can use either or both the types of questions while constructing a questionnaire.

Framing of questions is of crucial importance in developing a device like questionnaire, schedule or interview, and researchers have given guidelines for it. These are: (1) Care should be taken to see that the learners' vocabulary is used, that is, the questions must be cast in the language of the respondent. (2) Questions should be brief. (3) Questions should be unambiguous. They

should be specific and not general. (4) Leading questions should be avoided. (5) Questions should be relevant to the target group. (6) Items should be selected from the primer and other readers supplied to the learners. As for literacy test the following suggestions have been offered: (1) Literacy test should not last longer than 45 minutes. If it exceeds 45 minutes, fatigue may set in. (2) Straight dictation should be avoided as adults may get embarrassed when they are given dictation. To start with, adults may be asked to write their name addresses, etc. (3) The questions should be arranged in ascending order of difficulty. For example, in a numeracy test additions should precede subtractions and multiplications.

Participatory Evaluation

Of late participatory evaluation has gained ground. In this the evaluators are expected to refrain from taking unilateral decisions on the effectiveness of programme, and individuals falling under the purview of evaluation may actively be involved in the process of evaluation. Both the evaluators and the participants may sit together and take stock of the situation. Each participant may be given freedom to say how he feels or experiences the situation.

When to Evaluate

As for periodicity and timing there are two kinds of evaluation, namely, summative and formative. Evaluation is usually considered to be the last activity of any programme. This is quite evident from the fact that the trainers and writers tend to put the item of evaluation at the end. For instance, the chapter on evaluation would be usually found in the last pages of a book. Similarly, in training programmes

evaluation is scheduled for the end of the programme. This practice however, needs to be corrected. Evaluation, in fact should be interwoven into the very fabric of a programme. One aspect or the other has to be evaluated almost throughout the programme. There is a growing realisation of the need for in-built evaluation.

The evaluation that is done at the end of the programme is called summative evaluation and that which is done during the operation of the programme is called formative evaluation. Formative evaluation has several advantages over summative evaluation in that the former helps organisers or administrators to receive feed-back periodically on various aspects of the functioning of the programme. They can check the project performance and make quick and timely changes. If these changes are not made at the right time, they may perhaps impede positive outcomes of the project. Formative evaluation adopts, as in medicine, the approach of 'Diagnosis and remedy'. This is not to say that there should not be any summative evaluation. In fact, both the types of evaluation have merits and therefore, both the techniques may be employed.

Evaluators

There are two types of evaluators—external and internal. Adult education programme can be evaluated by external evaluators as then the findings will be objective and unbiased. It is for this reason that administrators advocate this system of evaluation. However, critics say that external experts may have expertise in evaluation technique but they may not have an understanding of the project or of the culture in which the project is rooted and this snag may ultimately

affect the findings. As against this system of evaluation, there is an internal evaluation in which those who are actually connected with the programme undertake the responsibility of evaluation. Therefore, instructors, supervisors, project officers can also evaluate the programme effectively. But then they should be given rigorous training in various aspects of evaluation.

'My Impressions of Yesterday'

This is another technique of evaluation, particularly for training programmes. Before initiating discussion one of the participants may be asked to present a brief report on what had happened on the previous day at the training programme, which we may call 'My impressions of yesterday'. This is a kind of impressionistic evaluation, which is being used by FAO for the training programmes.

Check-list

Given below is a check-list for evaluating an adult education programme (the items given in it are only suggestive and not exhaustive):

- Uses key words from the reading book in oral sentences.
- Reads new words from the book when presented in a sentence.
- Reads new words from a book when presented in isolation.
- Reads the book fluently.
- Answers oral comprehensive questions of the book.
- States the main idea on sections of the book or part of the book.

There is no denying the fact that evaluation is essential for detecting strengths and weaknesses of any programme for employing corrective measures and keeping the programme on the track. ●●●

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Role of AEP in Development : Some Observations from Bihar

K. N. Pathak

In spite of experts' repeated advice to link Adult Education Programme (AEP) with developmental programmes, the activities at our adult education centres have by and large remained confined to literacy teaching. In the prevailing situation the work done by the adult education functionaries, as reported in the present paper, in some remote areas of Bihar is indeed commendable, proving that sincerity of intent, dedication, initiative and innovativeness are the basic inputs for making AEP a success. And this success, as the author rightly points out, lies not only in providing to our villagers an opportunity to learn and earn a living in the village itself, but also in instilling confidence in them, and in making the programme a venue for voicing the problems obstructing their development, to the concerned departments and functionaries.

THE outline of the Adult Education Programme (AEP) launched in 1978 reads: "The two most basic problems faced by our country are poverty and illiteracy. One obliges a vast mass of our citizens to live under conditions of want and degradation, the other hinders opening of the doors of development and affects the ability of the poor to overcome their predicament. Indeed, the problem of poverty and illiteracy are two aspects of the same stupendous problem and the struggle to overcome one without at the same time waging a fight against the other is certain to result in aberrations and disappointments. For this reason, NAEP is visualised as a means to bring about a fundamental change in the process of socio-economic development; from a situation in which the poor remain passive spectators at the fringe of the development activity to being enabled to be at its centre, and as active participants. The learning process in-

*The paper presented at the Regional Workshop on Educational Components of Rural Development Projects organised by NIEPA, Delhi and A.N.S. Institute of Social Studies, Patna

volves emphasis on literacy, but not that only; it also stresses the importance of functional upgradation and of raising the level of awareness regarding their predicament among the poor and the illiterate".¹

The present paper is an attempt to assess the extent and nature of the impact of the Adult Education Programme on the process of socio-economic development of rural Bihar. As it is obvious, any programme of rural development demands people's participation either through the existing institutions or by organising functional groups. But in actual practice it has been observed that a large chunk of our rural population has not yet developed a strong positive attitude towards participating in the process of rural development. It is more due to lack of exposure, accurate information, and direct accessibility to information because of illiteracy. One of the main suppositions behind introducing AEP was that education of the illiterate rural folks in the wider sense of the term would certainly add to their efforts to improve their capabilities and their receptivity to the programme and enable them to rise to their own liberation through literacy, dialogue and action.

With the bulk of our population living in rural areas, the task of rural development is indeed stupendous. A number of studies have been conducted in the past to evaluate AEP but most of them are at micro level and do not give a complete assessment of the extent to which adult education has been linked with the other developmental programmes. The experience of AEP has shown that the programme does not have any immediate economic benefits

for the target audience and this has been a major impediment in the success of the programme.

Under the current Integrated Rural Development Programme aimed at disadvantaged groups, such as, small and marginal farmers, landless labourers and rural artisans, provisions have been made for some financial support in terms of subsidy with institutional arrangement for credit. This advantage, however, is not there in the Adult Education Programme. It does not offer any monetary incentive and hence is comparatively less popular with the target group. Considering this it has been suggested that adult education should be made a component of rural development programme. A similar proposition has been envisaged by the Ministry of Education, Government of India in the outline of the AEP: "It is important that the adult education movement should be closely linked with the planning strategy, which emphasises elimination of destitution through intensive area planning and by giving employment orientation to development. For this purpose close cooperation should be created with the dominant development activity of the area, whether it goes under the rubric of Integrated Rural Development or Integrated Tribal Development or Employment oriented Area Planning or DPAP or whatever. The adult education programme should strive to establish mutually supportive linkages with that developmental activity".²

While the idea of making adult education a component of rural development programme has been accepted in theory it has hardly been translated into practice. Of course, there have been instances where adult education was

found to have created among the weaker sections of the rural society an urge to uplift themselves through various developmental activities.

There are a number of villages in the remote tribal and non-tribal areas of Bihar which the AEP functionaries were the first Government functionaries to visit. However, there are still a number of villages deep in the forest of west Champaran, the foothills of Kaimur range in Rohtas, the areas adjoining the Dalma forests in Singhbhum and the far flung areas of the recently carved out Lohardagga district which could see a new ray of hope in AEP. The Programme can not only provide to the people living in their villages and an opportunity to learn, but also confidence and an avenue to voice their problems to the concerned Government departments and development functionaries.

In Bihar, AEP functionaries have not confined themselves to the functions chalked out for them. They were found to have helped in getting completed a number of developmental projects which were lying half way. A number of supervisors were handling problems which did not fall within their purview like that of providing drinking water, financial subsidy, loan for people's cooperatives, and protection for crops, whereas the Government agencies responsible for these were not found to be taking initiative. It was observed that most of the developmental work and schemes were being taken up only in the areas to which the functionaries of the agencies responsible had an easy access or which were politically important or privileged. The AEP functionaries realising that the success of the programme depended much upon the

general rural development made a headway in this direction. A few cases are cited below to give an idea about the contribution that AEP functionaries have made towards general rural development in the State,

The small and marginal farmers of Chotanagpur and Santhal Pargana were either not aware of the fertilisers appropriate for their area or the benefits thereof, or did not have a proper channel to provide them an easy access to the same. Only a handful of them were in a position to buy the costly fertilizers sold in the market. The functionaries of the Tamar AE Project in the Ranchi district apprised the learners and instructors in their area of the basic slag—a by-product of the factory processing iron—which contains lime and superphosphate and is good for reclamation of the acidic soil of Chotanagpur and Santhal Pargana. It also goes to the credit of the AEP functionaries for having brought it to the knowledge of small and marginal farmers that the bulk of Mossourie Rock Phosphate (M.R.P.) and basic slag was being distributed free to scheduled castes and tribes of Chotanagpur region and that only 25% of the total cost was being charged from the farmers of other castes.

Under the Tamar AE Project in Ranchi district one lakh saplings were grown in Janta Nursery with the help of the Forest Department. As an incentive the Forest Department gave the villagers ten paise for planting each sapling. In the same AE Project with the help of the Block Agriculture Extension Department the seeds of Groundnut, Soyabean and other cereals were distributed free of cost to 65 farmers of the area. Besides, group

meetings were also organized to apprise the farmers of the ways and means to have better yield of these crops. About 370 commercially valuable plants such as jackfruit and papaya were also distributed free of cost among the farmers of the Tamar area.

About 40 Instructors from the Tamar block were trained under the TRYSEM Scheme with the collaboration of the Department of Industry. These trained Instructors were further benefited under the I.R.D.P. The Project functionaries also arranged for free tools for 10 cobblers who had been educated under AEP.

There had been elephant menace in a number of villages adjoining the Dalma forest in Patmada block in the district of Singhbhum. Elephants used to damage the standing wheat crops grown by the poor tribal farmers. The AEP functionaries of this block persuaded the people of this area to grow a pointed shaped oilseed called 'Kusum' along with the wheat crops because then the elephants do not eat the wheat crop. Thus, the tribals were not only relieved of the problem of saving their wheat crops from elephants but also got a supplementary crop which added to their income.

In Singhbhum district the AEP functionaries in collaboration with the functionaries of the Area Development Scheme of TISCO (Tata Iron and Steel Company) educated the learners at the AE centres about the avenues and prospects of development.

In some remote villages near the hills which hardly had any irrigational facility the AE functionaries motivated the villagers to utilise the nearby

springs with encouraging results, and also helped villagers to get considerable financial assistance from the Government and other developmental agencies.

In Adityapur industrial area and its adjoining villages the AE functionaries motivated the rural folks to form a dairy cooperative which is now functioning well and also helps its members to buy buffaloes. The cooperative buys their milk and pays market price for it after deducting a certain percentage against the cost of the buffalo. This has given a serious jolt to the middle men who used to buy milk at very low rates.

These are only a few examples. These gains could be universalized if the infrastructure is developed to suit the genuine needs and interests of the people.

It is ironical that adult education is being treated as a programme only on paper by a number of governmental agencies not directly involved in it whereas its mass based nature and content could be exploited to educate and uplift socially and economically millions of our rural illiterates. Instead of merely reviewing the statistical figures during the quarterly meetings held to assess the progress of the 20-point programme at the district headquarters the ministers and other executive officers should identify the hurdles and make efforts to overcome them before it is too late. The AEP has to a large extent helped the illiterates to see the genesis of their problems and has also shown a way out. Now it is for the people's representatives and development functionaries to share the bulk of the responsibility of making villages self-sufficient.



Nationalize Primary Education to Eradicate Illiteracy

Ranjit Singh

The conditions in our Government Primary Schools, specially those located in villages and city slums, says the author, are so bad that parents normally do not want to send their children to these schools. This has resulted in the mushrooming of so called 'public' schools, to the extent that even big villages have such schools now. Only those who either do not have a 'public' school nearby or cannot afford its expenses send their children to government schools. Also, the fact that the majority of our administrative class is drawn from these 'public' schools cannot be denied—a situation which is quite contrary to our goal of socialism. If we sincerely wish to develop the weaker sections of our society, we must nationalise primary education, feels the author. For, in this way the children of politically and socially influential people would also be admitted to the same school, and they might put pressure on the teachers and administrators to provide quality education.

IT is an admitted fact that literacy plays an important role in the development of an individual and a nation. School is one of the important means for achieving economic and social transformation of societies. Knowledge and information derived through literacy broaden intellectual horizons, create rational orientation, and provide a perspective beyond the limitations of the traditional environment from which the problems of that environment may be viewed and judged.

In our country primary education is free and compulsory, yet even after more than 37 years of independence, two-third of our population is illiterate. Unless our illiterate masses are made literate, the gap between technology revolution and its transfer to the masses will not be narrowed down. Literacy has twofold function to fulfil—to provide knowledge and to create an attitude conducive to change. A large number of researches have established that there is a significant relationship between the farmers' ability to break away from outdated farming practices and adopt new methods, and their educational level. It has also been reported that the number of improved practices adopted per farmer

are directly related to the level of their educational attainment, suggesting that while illiterate peasants may adopt a single simple practice, widespread adoption of a combination of new techniques under conditions of illiteracy is likely to be slow.

Conditions in Primary Schools

Though a large number of primary schools have been opened by various State Governments, almost all of them (except a few model schools) are in miserable condition. The situation is worse in the schools located in villages and city slums. Most of these are single teacher and single room schools. There are no teaching aids, what to talk of furniture. Classes are held under the shade of trees in summer and in the sun in winter. Children have to bring gunny bags from their homes to sit on them. As for the contents of the text-books, these are irrelevant and not based on the felt needs of the learners and as a result they are unable to utilise the knowledge gained in schools. Under these conditions, schooling, learning and academic achievements, especially for the weaker sections of the society, are either irrelevant or only vaguely instrumental in their earning a living, and primarily causing a delay in their entering the labour market and in establishing their status as non-dependent adults. Nearly 60 out of every 100 children going to school drop out before they reach the fifth standard and lapse into illiteracy. Statistics show that sometimes even fewer than one out of ten achieve functional mastery of reading and writing. And many of these, regrettably may have lost the ability after a few years for lack of opportunity

to use it. Even in a progressive state like Punjab the drop-out rate in schools is as high as 60 per cent. According to a report one fourth of the children on the rolls never attend the school. Their names have been registered by the teachers to save their own skin from the regulations for the promotion of compulsory education. Thus, the actual number of children benefiting from rural primary schools is less than what the official statistics show.

The bad conditions in our Government primary schools have encouraged mushrooming of so called public schools. Even big villages have such schools now. Parents normally do not want to send their children to Government primary schools. Only those persons who either do not have a public school nearby or cannot afford the expenses of such schools send their wards to the government schools. Thus at present we have in our country, rich people's education and poor people's education which is widening the gap between haves and have nots. This state of affairs poses a serious question—is there a lack of political will for providing quality education to the masses?

Need to Nationalise Primary Education

Even the most liberal of capitalistic countries cannot afford to leave education to the private sector. In India at present the governing/administrative classes are largely drawn from public schools or those possessing inherited wealth, even though we are constitutionally pledged to the goal of socialism. If we sincerely wish to develop the weaker sections of our society we must nationalise primary education. Schools must be opened in

each locality in proportion to the number of children, keeping in mind that no student has to travel more than two kilometres. All schools must have proper building, and adequate equipment and furniture. Children of each locality must be admitted to the school of the same locality. In this way the children of politically and socially influential people would also be admitted to the same school, and they might put pressure on the teachers and administration to provide quality education. Course contents must be based on the felt needs of the people and should teach the children love for soil. National will is the most essential input for the success of literacy. The desire to learn is natural to human beings. It is a common belief that it is not the children who fail, but the teachers. Similarly, it is not the illiterate who have no motivation, but the people in power who fail to provide meaningful opportunities to them for learning.

With the limited funds at our disposal we must be judicious in setting our priorities. Most of our rural colleges have less than 500 students and are without any facility for library, laboratory or playground, thus rendering only incomplete education to our youth. The money being spent in such institutions can be better utilised if it is diverted to improve and universalise primary education. This is, however, not to underrate the importance of higher education, or to suggest that primary education should be developed at the cost of higher education. This is to stress that we should offer right kind of education to our masses—education that would create awareness among people, help them to stand on their own feet, and genuinely encourage responsibility, initiative, decision making and self reliance among them. Literacy and the resultant education and self confidence can go a long way in liberating the poor from poverty and exploitation.



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Non-Formal Education in Britain by Dr K. Sivadasan Pillai, University of Kerala, Trivandrum; published by Kalaniketan, Nandavanam, Trivandrum; pp 124; price Rs. 50, U.S. \$10 . (ord. edn. Rs. 20)

The book gives a fairly comprehensive picture of the non-formal education programmes in the United Kingdom. For historical reasons, the United Kingdom had been in the forefront of educational innovations. It kept itself abreast of scientific and technological changes and adjusted its educational system to these changes while retaining all that was good in its traditional and formal education system.

BOOK REVIEW

Dr. Pillai has critically examined the Open University, Extra Mural Studies in Universities, Workers' Educational Association, (W.E.A.) Residential Colleges, etc. He has spelled out the implications of each of these programmes for India.

While giving the history and achievement of the 'Open University System in the U.K.', Dr. Pillai states : "that the Open University reaches people all over the Country and provides them with opportunities for learning wherever they are whatever they want and at their own discretion. But it has not reached the weakest sections of the population such as the unskilled labourers and poor working class people". Dr. Pillai rightly comments that "more importance should be given to those who otherwise cannot obtain any qualification at all. I may even say that the Open University should cater to the needs of the illiterates and the semi-literates"

I hope this comment will be heeded by the authorities in India who are laying great hope on the "Open University" for solving much of the problems which have cropped up because of the failure of the heavily subsidised higher education in India.

Another implication of Dr. Pillai's painstaking study is that we should organise (i) Correspondence courses with proper curriculum planning and course material production and (ii) face-to-face continuing education classes in local centres.

In Chapter 4, Dr. Pillai deals objectively with the Extra Mural/Adult Education Programmes in Universities. The idea of taking the university to the community still remains unfulfilled. Only in the case of courses jointly sponsored with the WEA, one can find working classes adequately represented. Dr. Pillai rightly comments, "the adult extra mural departments of the universities should not be ivory towers beyond the reach of the common man." But what is the record and achievement of Indian universities with Professors, Professor-Directors, and Directors with the salary of Professors? Are we in touch with the common man? Is the Department of Adult Education and Extension conducting adult education or continuing education programmes appropriate to the University level? An evaluation of our achievement in India is called for, specially of cost-effectiveness of the programmes undertaken by Indian universities.

In Chapter 6, Dr. Pillai has dealt with many agencies which provide non-formal education in the U.K. These include Evening Institutes, Women's Institutes, Residential Colleges, Community Colleges, Further Education

Colleges, etc. Local Education Authority sponsored Adult Institutes form a separate category. These run a series of diverse courses from morning till evening, catering to the needs of young and old, men and women.

Women's Institutes are remarkably strong and efficient organisations and have done much to improve social conditions in the countryside. The strength of these organisations lies in their relative informality, their ability to encourage a sense of loyalty to a movement, and their skill in promoting adult education in a satisfying social setting.

The community schools and colleges have a community curriculum with a social bias rather than an academic one. The social environment is very important and courses are knit around that. There is a close link between the school and the community around it. As the concept of education being an integrated whole gets greater acceptance, the system of community colleges will gather more impetus. Can we think of starting in India community schools and community colleges? Can we throw open the school and college buildings and other public and privately owned buildings for the use of adults in the evening and at weekends? If we can it is certain that adult education programme will get a boost in India.

Dr. Pillai also enumerates a number of bodies which provide direct help to adult learning. These are public libraries, museums, art galleries, art centres, broadcasting centres, correspondence colleges and public utilities. In India, public health centres could also be used for adult education.

Dr. Pillai, in his characteristic constructive approach has suggested that W.E.A. should concentrate on five types of courses : (a) 3-year courses of at least 24, two-hour meetings per year; (b), 1-year courses of at least 20, 1 to 5 hour meetings; (c) terminal courses of not less than 10, 1 to 5 hour meetings; (d) residential courses and training courses for teachers and lecturers in adult education; (e) short summer courses of 6 meetings. They will rectify the defect of the open university and the adult literacy scheme, of not reaching the real needy, and the admirable features of the WEA will get strengthened. These features are its democratic methodology in organising courses and the nature of work, "as promoter and provider of adult education programmes."

In the last chapter, the author has summed up the results of his studies, under the heading, "Conclusions and Suggestions."

About the Open University System, he clearly states that the objectives have not yet been fully realised. This, he rightly suggests, can be achieved "only through the provision of community education or courses acceptable to the poor strata of the society." More attention has to be given to the education of the semi-literate and the illiterate. I hope the U.G.C., the Education Ministry and the Vice-Chancellor of the Open University in India will give due consideration to the suggestions of Dr. Pillai.

About Adult Education/Extra Mural Studies Department in Universities Dr. Pillai has made two bold suggestions which Universities in India could

ignore at their own peril. (1) the courses should be organised after conducting a survey to assess the learning requirements of the community around the University and (2) training programmes for adult educators have to be given priority in these departments. A well-integrated, field oriented training programme should be planned. A series of lectures on unconnected topics without field-orientation will not serve. Perhaps, short seminars where two-way communication is practised may yield better results. Training in the use of visuals is an essential part of adult education.

A short term course or evening course leading to a diploma or certificate in non-formal education should be organised in selected centres so that a cadre of supporters and workers be established.

These and many other suggestions are worth consideration by all those who are interested in the promotion and development of non-formal education in India. Dr. Pillai has done a great service by spending one year in the U.K. to study non-formal education and on the basis of his own experience in India and his study in many other countries of the world, drawn conclusions and suggestions for implementation. Some of these need to be implemented on a priority basis.

The book deserves to be read by educational administrators, adult educators, academicians and leaders of university adult education. They would profit by the many critical but constructive suggestions made by Dr. Pillai

—S.C. Dutta

ADULT EDUCATION NEWS

Bangkok Regional Conference of Ministers

The fifth Regional Conference of Ministers of Education and those responsible for Economic Planning in Asia and the Pacific, was inaugurated on March 4, at Bangkok by the Prime Minister of Thailand, General Prem Tinsulanonda. Inaugurating the Conference he said Thailand has been guided by the overriding consideration that education, as the key to nation-building, cannot be developed as an isolated sector, but must form an important and integral part of the over-all national development programme, and added that equal opportunity in education is the main thrust of the country's present national plan and underlies the thinking for all levels of education.

The Director General of UNESCO, Mr. Amadou Mahtar M'Bow said impressive progress has been recorded in education since the first regional conference of Ministers of Education in Tokyo. School enrolments in the region increased by 259 million between 1960 and 1982, for primary education alone, the increase amounted to 147,500,000; for secondary education approximately 96 million; and for higher education more than 15 million.

But serious problems still remain, Mr. M'Bow said. The number of illiterates over 15 years of age is still high. It amounts to about 618 million, which is nearly three-quarters of the total number of illiterates in the world. And this figure will probably reach 677 million by the year 2000.

He said, "It is important to stress that one of the concepts underlying the major programme 'Education for all', namely, the total eradication of illiteracy at the earliest possible date, obviously calls for a global strategy and planning right down to the local level and paying due regard to post-literacy training". Lastly, Mr. M'Bow said that the broadening of access to higher education has not yet made it fully democratic, since women and children in rural areas are still in practice, underprivileged where access to education is concerned.

Education for All

The Education Minister of India, Mr. K. C. Pant speaking on the occasion said the most important concern shared by all developing countries is to achieve the goal of 'education for all'. This would require a meticulously worked-out programme backed by a resolute will and dedicated effort in implementation. Education for all in practical terms means literacy among adults and universal primary education of the children. In our country, a sizeable section of adults still suffers from illiteracy, thus inhibiting their own and society's development and hampering the education of their children. The task is difficult but we are committed to it. This huge endeavour will succeed only if the adult education programme becomes a mass movement and an integral component of all developmental programmes of the governmental and corporate sectors.

Mr. Pant said India has expanded the school system manifold in the last three decades but the conventional school system is not capable of taking full care of the special problems of children of backward classes. A flexible and locally relevant non-formal education is the means by which we can educate such children.

The minister said non-formal education at the primary level, 'open school' at secondary level, and 'open university' at tertiary level would enable learners at different stages to educate themselves at their own pace.

The task of eradicating illiteracy and universalisation of primary education is indeed challenging, he said. We are looking for major innovations to help us in achieving this task, major initiatives by UNESCO in this region would help Member States, he added.

Reaffirming India's abiding support to UNESCO and its various activities and programmes, Mr. Pant said rapid advances in technology are forcing constant re-adjustments in social structures and values, the educational policies we are following require to be re-oriented to better serve our national goals and objectives. India is therefore taking a fresh look at the education policy. In an increasingly turbulent world, we have to educate our youth about good citizenship and the values associated with it.

Earlier, Mr. Pant said a large and growing population is a drag in many ways in our efforts towards faster rate of economic growth. A country-wide population education with the assistance of UNESCO and UNFPA is underway because we feel educating the young about different aspects of the popula-

tion problem is of considerable significance for success in controlling population in the coming years.

Regional Plan for Literacy

Dr. S.C. Dutta representing the Asian South Pacific Bureau of Adult Education said one of the significant developments that have taken place in the Region is that a large number of women are coming forward to take advantage of educational facilities. But unfortunately formal educational structures are not able to meet their demands both in quality and in quantity. Therefore, we must develop non-formal structures for women's education, because an educated woman is in a position to see to the success of our population education programmes and other programmes for reducing poverty and inequality. He also said that women must be recognised as an agent of social change, women alone hold the key to the solution of several of our problems like over-population, ill-health, lack of housing, illiteracy and exploitation. Dr. Dutta suggested that for the next 10 years greater emphasis should be laid on non-formal education of women. A regional plan of action should be drawn up to ensure universalisation of primary education, and elimination of adult illiteracy by the year 2000. He also suggested that UNESCO should help the universities in this region to enter into bilateral or regional arrangements by which the continuing education departments in the universities are improved and enabled to participate in improving the life of the people of the region. The universities need to organise training programmes and if necessary have post-degree professional courses in adult education.

Dr. Dutta referred to the need for UNESCO taking up initiatives for eradicating political as well as legal illiteracy. It is as part of struggle for political and legal literacy that programmes of eradication of illiteracy and universalisation of primary education can succeed.

Recommendations

Among the recommendations adopted by the Conference was one on strengthening and revitalizing the population education programme and treating it as one of the priority areas of UNESCO and allocating funds from the regular budget in addition to the support received from UNFPA.

Another recommendation requested UNESCO to continue to extend support to regional cooperative programmes such as the Asia and Pacific programme of Educational Innovation for Development and projects of the Asian Cultural Centre for UNESCO. Another recommendation said that considering the priorities of educational development in the region, APEID (Asia and the Pacific Programme of Educational Innovation for Development) be further developed as the major instrument for regional cooperative action in high priority areas, notably : a) universalisation and qualitative improvement of primary education and adult literacy in closely coordinated action within the framework of 'Education for all'; b) non-formal education within the framework of life-long education; c) qualitative improvement and renewal of education and particularly science and technology education for all; d) education in relation to the world of work; and e) new developments in the forms, techniques and content of education including the preparation and continuing education of teachers.

On March 9, Commissions approved 22 Recommendations, the most important among these were : (1) concerning primary education and adult illiteracy; (2) cooperative programmes in non-formal education including establishment of a UNESCO Resource Centre for NFE in Asia and the Pacific; (3) educational innovation and operational measures for increased participation of girls and women in both formal and non-formal education; (4) technical and vocational education; (5) education for peace and international understanding; (6) establishment of a Regional Science Education Information Center and to stimulate "Science for All" movement and (7) environment education.

Adult Illiteracy

The recommendation on primary education and adult illiteracy asked among others, the Member States, to consider literacy programmes as an integral part of socio-economic development plans, specially of local development efforts; strengthen training programmes for all types of literacy workers from central to field levels; encourage community participation and utilisation of local resources involving all sectors of society including local leaders, industries, and religious and social organisations in the planning and implementation of literacy programmes; emphasise special literacy programmes for women and disadvantaged population groups; promote post-literacy and adult education programme to check relapsing into illiteracy and to upgrade general and vocational skills of youth and adults to make them more employable and productive; take appropriate measures for achieving universal enrolment and retention at the primary level to meet the target of universal primary

education well before the Year 2000; give special attention to the problem of quality, notably the improvement of science teaching and to improve work-oriented education and its linkage to the word of work. It suggested to UNESCO, the launching of a regional cooperative programme designed to eradicate illiteracy and achieve universal primary education before the end of the century and mobilise international resources from international organisations and development banks, specially to assist the least-developed countries and disadvantaged sectors of the people in the region.

The Recommendation on Non-formal Education, invited Member States of the region to re-orient their formal education systems and to develop non-formal education with a view to establishing a package of educational programmes which will suit the needs and aspirations of the out-of-school children and youth, specially those belonging to under privileged strata of society so that all have access to education.

Women

The Recommendation on women said that women are potentially significant contributors to the country's labour force, and community and national development. It requested the Member States that specific innovative and operational measures be taken to develop educational programme focusing on curriculum reform in general as well as technical education and training of teachers and educational personnel for increased participation of girls and women in both formal and non-formal education and recommended to UNESCO to accord high-priority for assisting Member States in the design and implementation of such programmes.

Science for All

The Recommendation on 'Science for All' invited Member States to increase their efforts in the direction of achieving 'Science for All' by providing everyone with scientific knowledge and skills appropriate to their needs and by developing a minimum level of scientific literacy and recommended that the Member States stimulate a nation-wide 'Science for All' movement to cover the entire population, organize the development of human resources needed for implementing the various programmes under the 'Science for All' movement, and develop and strengthen existing delivery systems and communication technologies and creation of new ones required for providing scientific and technological knowledge and skills to various target groups.

The Recommendation on environment education said that due attention should be paid to questions relating to environmental education and it should be introduced in school and out-of-school curricula at all levels.

Declaration

The Conference adopted a Declaration which said that regional cooperation should be intensified and expanded, specially in the field of "Science for All" and the struggle against illiteracy. The declaration laid emphasis on universalisation of primary education, effective literacy campaigns at the national level, distance education, population education, environmental education and linking education more closely with the world of work by establishing closer relation between educational institutions and the production sector.

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all individuals

and institutions who believe in the aims and objectives of the Association.

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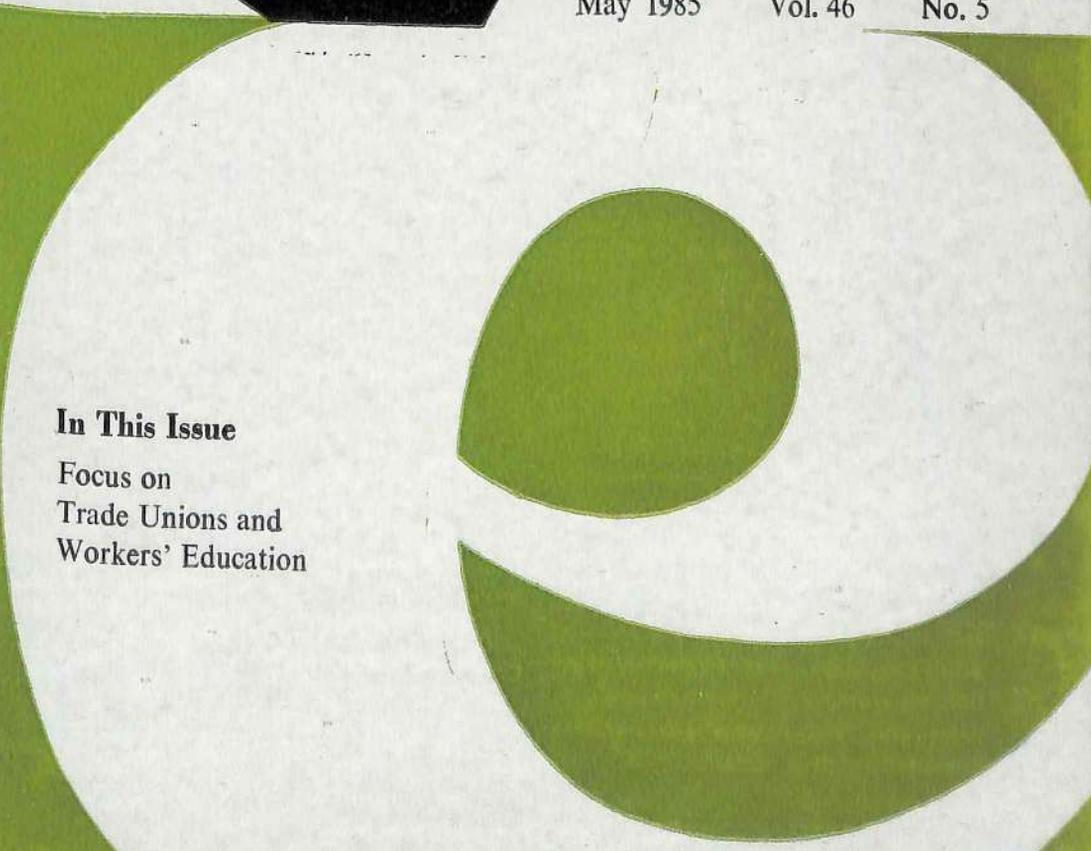
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In This Issue

Focus on
Trade Unions and
Workers' Education

Indian Adult Education Association



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Towards a Dynamic Workers' Education

The history of the workers' education in India has been a mixed one. While there could be some satisfaction about the efforts made so far and also some satisfaction of the results obtained, there are a few questions of a serious kind which need to be answered. A few of the critical questions that need to be asked are : (1) How far has the workers' education made the workers effective members of the trade unions ? (2) Has this process improved the quality of life of the workers themselves as members of the larger community ? (3) Has it helped to make the workers' movement a positive and a contributive force in the life of the nation itself, especially from the developmental point of view ? All these questions are not unrelated. In fact they are all one of a piece.

The overwhelming emphasis, historically speaking, continues to be to look at the individual worker as a person suffering from several inadequacies, not fully ready to face the uncertainties of urban life and he needs to be made literate and transformed into a "cultured" being. This attitude persists to some extent even in the unionisation process of the workers. Of course there is some recognition given to the idea that the worker being a part of the more enlightened section of the national community, is supposed to be a few steps ahead of the others, particularly compared to those in the villages. There is an inherent contradiction in this, but it exists as an attitude and practice. This conceptual approach is an affliction that the workers' education has suffered from its close relationship with adult education in various ways which itself has this historical dichotomy between the elitist view that the worker (who is often from the village) is like the villager himself and is in need of enlightenment and the reality of the worker himself or herself in his or her life and outlook, who have shown resilience for change for the same in many ways. Although the progress has been tardy, his potential for change and development is enormous.

Speaking objectively it must be said that we have not fully recognised that the worker is showing strength of his own in a complex society that is growing more and more complex, thanks *inter-alia* to the demanding compulsions of technology, ideology and politics of the day and his own social and economic conditions. In doing this we have not fully realised the still greater potential of the worker for change. It is time we recognised that workers as a human collectivity have a special character of their own and whose future progress is vital to the country. The workers' education should therefore go beyond the limited needs and self-fulfilment of the workers. Their identity as members of the union should

not only give them a sense of strength but make them realise that they form a critical part of the progressive movement for national development.

The overall thrust of workers' education has to be truly dynamic. The worker should be sensitized to the kind of world he is living in. Workers' education should strengthen his participatory role in the unions, and make unions themselves a true reflexion of the collective will of the workers and also help to make unions an integral part of the national community, besides he should develop capability to identify and work with responsive union leadership. As already indicated union activity itself should be a positive component of national development. Viewed in this manner workers' education becomes a centre piece of social change process in a developing society such as ours. The important thing is to develop the individual and collective capacity of the workers to live meaningfully and cooperatively and be involved in self-motivated development, based on education relevant to workers' life and role.

Very often the workers' education is beset with several problems. One of the individual himself or with the group to which he belongs. It is the burden of tradition that drags him down not to speak of the social and economic status with its special problems and the ubiquitous political and ideological ethos in the country. In India for instance, there are several national trade unions, each of them affiliated to national parties. The competitive relationship among the trade unions has two aspects : (1) of something positive where each trade union brings its excellence to woo the worker to its own perceptions and policies which is so necessary in a democracy and the other (2) an attitude and a process based on compulsions of ideologies in which the members of the trade unions become less important objects of education. This is where the union leadership has temptations to become manipulative in its relationship with the workers. The ultimate idea however in a democratic society is to strike an even balance between trade union's interest and the goals of education of workers. The manipulative elements that are common in trade unions vis-a-vis the workers should be altogether eliminated so that the self education of the workers about issues that impinge on his life and the choices before him for action and involvement are open and free. The role of the Management needs to be one of cooperation based on their own strength which comes from positive action of both the workers and their unions. In a monolithic and authoritative society, the moulding of workers is an easy affair, but in a democratic society such as ours it is different. There should be a policy stance that makes workers' education a means of an opportunity to strengthen freedom and development of the nation.

It is, therefore, necessary that the policies and programmes of workers' education are objectively evaluated and workers' education becomes an integral and dynamic part of national development.

Trade Unions and Workers' Education : International Perspective

S.K. Jain

Having come into existence for the promotion of workers' interests, their education and training become essential functions of trade unions. But are they expected to aim only at the intellectual enrichment of the workers or do they have to prepare them for a higher responsibility like participative management? Can they be assisted by some outside agencies in this, without having to stake their independence? What guarantees and controls should a union exert in order to be able to safely use outside help? The Deputy Director General of International Labour Organisation reflecting on these vital issues takes stock of the educational responsibilities presently held by trade unions in various countries, the future needs and the role that his organisation could play in this regard.

EDUCATION and training are essential functions of trade unions. If workers' organisations are to play an effective role in promoting the interests of their members and are to contribute to national development they must be able to rely not only on a well-trained leadership but also on an aware and active membership. Workers need to gain knowledge and skills which will help them to run the affairs of their organisations properly and at the same time to participate fully in the economic and social life of their countries. A trade union, like any other democratic institution, can perform its functions and achieve its goals only to the extent that its members are genuinely motivated and actively engaged in the pursuit of aims and the accomplishment of tasks they have taken a direct part in establishing. Education is the key to the workers' ability to build their unions and to further national objectives.

Evolution of Workers' Education

Trade unions are keenly aware both of their origins and of their present role. The history of the movement and the evolution of labour's thinking as regards its contribution to society are always important elements in workers' educa-

tion. But workers' education is not simply an exercise in cultural development. It has a more purposeful objective. Trade unions look at education not only as a pre-requisite for work but as a pre-requisite for action which will promote policies designed to make for more steady jobs under better conditions. To the extent that workers' organisations claim for themselves a greater representative and participatory role in society, workers' education increasingly aims not so much at the intellectual enrichment of individuals as at enabling workers, as a group, to discharge their responsibilities. In fact, raising the cultural standards of workers represents, rather than an end in itself, a powerful means towards promoting their potential for change in society. In this sense, one can make a distinction between workers' education and adult education, in as much as the former, sponsored directly by trade unions, addresses itself essentially to workers as union members or potential union members, and aims at creating in them a clear awareness of their status and responsibilities and of the need to create and support representative and independent organisations acting on their behalf.

Many factors have influenced the growth, policies and methods of workers' education over the years, and it would be difficult to assess their individual impact. In some cases, trade unions have been virtually alone in developing workers' education. In others, they have acted along with political parties, the co-operative movement, or workers' educational associations. In certain instances, general education and literacy campaign have figured prominently among the more immediate concerns of workers' educators; in other, civic and

political education have assumed a substantial role; in other cases still, vocational training has been developed by trade unions as part of their workers' education activities. In a number of countries trade unions, on their own or in co-operation with other workers' organisations, have developed activities designed to supplement public efforts and to remedy the serious shortcomings of regular education and the national school system. This for example was the case of the Scandinavian countries where the Folk High School movement was established and prospers to this day. In other countries, workers' education became part of the national education system, with trade unions also running a network of education and vocational training centres, including advanced education institutions, which enjoy full recognition and are able to issue degrees and diplomas like any public institution. This is the case of China, where trade unions, beside developing programmes for the training of their own cadre, fulfil a recognised role in the national education system. In other countries still, more definite dividing lines were drawn between the respective responsibilities of trade unions, workers' educational associations, adult education institutions, and between the private and the public sectors.

Looking Ahead

Let us look at the future needs in workers' education. They would affect not only the scope and content of workers' education but also its methods and institutions. To the extent that educational activities directly reflect the expanding needs and interests of workers' organisations one can indeed say that the future of workers' education will

closely parallel the development of trade unions. The needs at grass-roots will differ from those of the leadership, and it is obvious that the body of union members will require education designed to inform and create awareness of issues rather than specific training in dealing with them. The latter will be vital for the leadership although the precise scope will vary according to the different levels—plant, industry, national, etc.

It is clear at any rate that workers' organisations will need to pay far greater attention to a careful and systematic identification of needs and of proper responses to them than they seem to have done in the past. This will be especially important for workers' education in the developing countries. Undoubtedly, as already mentioned, the scope of workers' education will keep expanding with the constant expansion of the interests and the field of action of trade unions. Not only the growing demand for an effective recognition of the workers' role in national economic and social affairs and for their involvement in decision-making within enterprises, but also the evolving concept itself of trade unions as an institution in society, would tend to make for increasingly wide and complex education responsibilities on the part of unions. Although there will be differences in the manner and extent of the role which workers' organisations in different countries will be called upon to play in national development, trade unions everywhere will soon be confronted with new issues and unaccustomed problems which will add, quantitatively as well as qualitatively, to their educational requirements. In a world which is becoming increasingly interdependent in both the economic

and the social spheres, and in which in fact prospects for stable progress largely depend on global approaches and global solutions to problems, one key issue of growing importance in workers' education will be to understand the nature of the interdependence and of the stake of workers in it. Issues of international trade, commodity prices, international commercial and aid flows, technology transfers, multinational enterprises, migration, etc., will all call for greater attention.

Indeed the range of issues facing workers and their organisations is likely to grow in magnitude and complexity creating new demands for workers' education whether they concern rank-and-file or leadership training and affect policies and actions at the level of the enterprise or at that of the national economy. Within enterprises, the complexity of collective bargaining is being enhanced by the manifold consequences of the widespread introduction of new technologies affecting productivity, working time, work organisation, vocational training, safety and health, and a host of other issues which, while not new in themselves, rapidly acquire new urgency and new features. At a higher level, the already difficult problems inherent in promoting a just and balanced economic and social development are made even more complex by the consequences of the lingering economic crisis and the necessary re-adjustments it imposes, including especially monetary stabilisation and budgetary restraints, industrial reconversion and restructuring and the consequent downwards pressures on employment, wages and social benefits.

Simultaneously, and even where trade unions are under less immediate

pressure to deal with these broad new issues, the scope of their activities, and therefore of their educational programmes, keeps steadily expanding. One can think of certain categories of workers, such as women, who are entering the labour market in increasing numbers and need trade union protection, and of large segments of the working population, especially in the rural areas, who are traditionally less organised than industrial workers. Migrants, the young and workers in marginal urban occupations, as well as the many belonging to the ranks of the underemployed in the informal sector of the economy, constantly add to the demand for trade union intervention and therefore for trade union education. Trade union activities designed to provide a direct contribution to the welfare and the economic protection of their members, such as the establishment of workers' co-operative enterprises and the running of services in fields like health and sanitation, vocational training, family welfare, basic literacy, transportation and rural development, give rise to a variety of needs in education and training for those who will be running these services and for those who will benefit from them.

The many forms of workers' participation in decision-making within enterprises also involve special efforts in the development of educational activities. If, on the one hand, trade unions need to have available increased numbers of leaders and representatives who can effectively represent them on technical and decision-making bodies, on the other they also require a general membership possessing sufficient knowledge of the issues involved to be able to formulate mandates for their representatives and to evaluate the latter's perfor-

mance. At the same time, only a well-informed and aware membership will be in a position to select from among its own ranks good potential representatives who will be imparted the special further training they need to perform their tasks effectively.

All this points out the many diversified needs for education which trade unions will have to satisfy in the future, be they old needs in the conventional fields of organisation and collective bargaining, or new needs, linked to the unions' expanding representative and participatory role in national economic and social development and to the workers' growing expectations concerning the protection of their interests. Trade unions are increasingly becoming aware of this basic responsibility and are devoting more and more effort to the development of their workers' education activities, to the strengthening of institutions and to the improvement of programmes and curricula. It is clear at the same time that not everywhere will they be able to build, without assistance from a variety of sources, a permanent and coherent system of workers' education, responding adequately to their multiple needs and objectives.

Outside Support

This question is an urgent and complex one which has long been debated in connection with workers' education and has only been partially resolved. What kind of assistance should trade unions be in a position to receive, in what form and from where? If the preservation of full trade union independence in the area of education and training is a primary imperative, what guarantees and controls should a union

obtain or exert in order to be able to safely use outside help in workers' education? What role should external assistance play in supporting educational activities by workers' organisations? One thing is clear: outside resources need to be viewed as a supplement to, rather than a substitute for, a union's own. Any education programme which relies entirely on outside assistance for its development and continued existence risks being ineffective and short-lived. Support to workers' education can profitably be sought from a variety of sources including educational institutions, such as universities, governmental bodies dealing with educational and labour matters, such as Labour Ministries and Social Security institutions, as well as other public and private groups, like radio and TV, professional associations, co-operative societies and, where feasible, employers. International trade union organisations and trade secretariats are also very frequent sources of support and assistance to workers' education, as well as international governmental organisations, especially agencies of the United Nations.

A special situation arises where external support takes the form, not just of assistance to educational programmes run by trade unions, but of the establishment of government or semi-government institutions entrusted with workers' education activities. Trade unions are usually suspicious of such schemes for fear that they might become instruments of excessive "brain washing" on the part of the public authorities. However there are numerous examples of successful collaboration between the unions and governments under arrangements which provide for a dominant voice to the unions in

the determination of the substantive content of educational programmes.

Role of the ILO

Apart from its well-known work of standard setting, research and technical co-operation, the ILO has an important programme of support to workers' education. As an organisation devoted to the promotion of labour's rights and social justice, the ILO sees workers' education essentially as a means of strengthening trade unions and of enabling them to fulfil their vital function in economic and social development. The ILO is guided in this action by two basic concepts. The first is that the existence of a strong, active and well-run trade union movement represents in itself an essential factor in promoting a just and viable economic and social development. The second is that trade unions must themselves play a dominant role in workers' education and should develop activities according to their own requirements.

Over the years a very close and productive relationship has been developed with trade unions in the field of education, based on approaches and means of action which have been worked out in direct association with them and which have made it possible for the ILO's efforts to be closely integrated with theirs. This is naturally helped by the fact that the ILO is unique in being a tripartite international organisation, in which workers actively participate through their trade unions and on an equal footing with governments and employers. In fact, all major activities of the ILO in workers' education are planned and carried out in close liaison with the worker members of the ILO

Governing Body, and on the basis of general policy guidelines established by an ILO Panel of Consultants on workers' education, meeting regularly in Geneva and composed of trade union leaders and educators from all regions of the world. Moreover, the ILO officials active in workers' education both at headquarters and in the field possess a direct knowledge of and long experience in trade union activities, including education.

In granting its support to workers' education, the ILO responds in most cases to specific requests from trade unions, so that the implementation of its various forms of assistance effectively satisfies recognised needs and supplements trade union efforts in a manner that the trade unions themselves will be free to determine. Among the many forms of aid worked out with the unions, the Workers' Education Programme of the ILO most frequently provides for specialists to be available to trade unions to help and advise them in the preparation and implementation of educational programmes. These specialists, who often come from the trade union movement, may contribute to the elaboration of curricula, act as lecturers or resource persons on special subjects, or conduct some research on behalf of unions. The ILO also makes available documentation and study materials, as well as some audio visual aids, for educational purposes, and grants scholarships to enhance the training of trade union leaders and educators. Moreover, it periodically organises and directly carries out seminars or symposia at an international level to allow trade unionists to discuss issues of special interest in workers' education, and runs long-term training courses on teaching methodology at its

Centre for Advance Technical and Vocational Training in Turin, designed for workers' education instructors. Finally, of course, the ILO regional advisers on workers' education stationed in the various regions, as well as other ILO officials and specialists, are regularly available to assist trade unions in carrying out educational activities.

ILO assistance is also provided to government-sponsored programmes of workers' education where such programmes have the support of the trade unions and are implemented in collaboration with them. This arrangement is particularly suitable where the projects concerned are funded from the UNDP or similar sources where the involvement of the government of the beneficiary country is required.

The few remarks contained in this article will show what an important place workers' education occupies among labour's concerns and what essential role it plays in bringing about economic and social development—the process of growth and change by which societies reach their objectives of stability and shared prosperity, in freedom and peace. Because it makes such a unique contribution to this process, workers' education deserves to be allowed to display all its potential for progress and indeed to be actively supported, not only by workers and their organisations, but also by public authorities, by private groups and by international organisations which cherish its efforts and share its aims.

Nevertheless, workers' education essentially remains the job of the workers themselves and of their organisations. They alone are able to determine what are their priority requirements with res-

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What is Workers' Education? An Attempt at Clarification

"Is there a dividing line between workers' education and adult education? It almost seems that workers' education has always been part of the larger concept of adult education, using the same methods and differing little in outlook and purpose, except perhaps in emphasis and in catering for a very distinct target group among adult learners whose specific needs it tried to meet. ... 'Workers' education aims at equipping participants with the kind of understanding which can assist them to make positive contributions to society, either through their organisations or as individuals."

AT times it is proper for workers educators to raise the question of the meaning, aims and purpose of their job. What is workers' education, what should it achieve? What are we doing to achieve its purpose? What contribution does workers' education make towards social and economic development? How does workers' education relate to other branches of formal or informal education? Which particular task can workers' education assume more efficiently than schools, institutions of higher learning or general adult education and vocational training, and why is this so?

The questions may be purpose- or performance-oriented. They may be comparative, pointing to the differences between workers' education and any other educational activity for adults. They may be behavioural, focusing on the individual or collective changes which can be brought about by different types of educational action.

Other questions like these could be raised in connection with institutions and their structures responsible for giving certain types of education to adults. One such is whether these structures do, in fact, allow for a high degree

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of student participation in the design and operation of study programmes thus strengthening democratic attitudes through the practice of participative learning. Another could simply be raised in respect of cost effectiveness.

Whether cost, methods, structures, subjects or purpose are implied, all questions have one common basis: what is workers' education, how does it differ from other types of adult education, and what can workers' education achieve that other types of education cannot?

Definitions

Many definitions have been tried in the past by practitioners of workers' education based on contents and the specificity of the target group. While these may still hold true for most types of trade union education, they no longer apply (and perhaps never did fully apply) to general workers' education, the scope of which has been changing rapidly since the late seventies.

The most striking change, however, took almost four decades to win widespread recognition in workers' education circles since the American educationist Edward Lindeman first predicted it in 1937, when he said that any type of "adult education is learning associated with social purposes". In 1945 he added that participation of citizens in informed social action was the hallmark of a democratic society. It was he, therefore, who firmly advocated democratic and experience-sharing learning methods such as discussion groups, believing that nearly "all successful adult education groups sooner or later become social action groups". He praised the Danish folk high schools and the British workers' education movements for their

effective discussion circles which "offered the setting for adult education, the modern quest for life's meaning".

Is there a dividing line between workers' education and adult education? It almost seems that workers' education has always been part of the larger concept of adult education, using the same methods and differing little in outlook and purpose, except perhaps in emphasis and in catering for a very distinct target group among adult learners whose specific needs it tried to meet. But let us dwell for a moment on Lindeman's concept of the "Social action groups".

The term was first coined in 1945. Yet the idea took some three decades to pick up full momentum in adult education, and only now are we beginning to witness similar developments in workers' education circles where "informed social action" springs from group learning among workers. What Lindeman had not foreseen as clearly, however, was the extent to which some such groups would face internal problems in finding solutions to problems about which they had decided to learn more. These problems—industrial pollution, atomic energy, the maintenance of peace and others—are mooted and studied within these groups because they are related to the existential fear (*angst*) of every individual. On a more material plane, problems such as the impact of inflation, economic recession and job security pose a constant threat to social harmony. Worker students wish to know more about them and, if feasible, take appropriate action to prevent the aggravation of these social ills or at least express their concern over these issues. Over the recent past we have been able to observe a staggering

increase of social action undertaken in an effort to combat these problems—demonstrations of discontent, forceful appeals to the public at large, even industrial action which the workers used to make their views known. By studying these issues they had broadened their perspective of society's needs and had formed opinions on the kind of action to be taken, either as protest or support. But to reach agreement on the action to be taken is sometimes more tedious than it may appear to the outsider. Taxing though it may be, the struggle for agreement within the groups of learners, if based on democratic principles, can become a positive element increasing student motivation and the effectiveness of learning. Alas, it also opens the door to demagoguery which to control within a group of learners is not always easy. Recent experience in giving too much lee-way to non-authoritarian methods of group work has provoked doubts in the minds of worker educators and the question arises once again whether perhaps some guidance may not be needed—and to what extent—to steer learning away from unwanted disturbances of a new kind which usurp discussion and lead it into emotional directions or actions contrary to the interests of the students.

The Social Purpose

If workers' education were to have a social purpose, then there should hardly be any doubt as to the means that should be used. Hegel proposed one-and-a-half centuries ago that synthesis should be reached by thesis being opposed to antithesis. Today, educational methods of group work, as practised in discussion circles, oppose different views and experiences to reach conclusions which clarify situations and serve

as guides for subsequent actions. But syntheses and conclusions remain valid only until they are proven wrong by new experience. Then the process of studying problems must start all over again, leading, if possible, to new solutions. In our world of rapidly changing situations, technology and social structures, it is in relation to this movement that the concept of lifelong learning is rooted. The constant guidance needed to adapt our thinking and behaviour to ever-changing needs and conditions is perhaps the most significant phenomenon in post-war adult education.

Another noticeable change is no doubt the fact that the borderlines between adult education in general and workers' education are becoming fluid. This is because trade unions are now taking an increased interest in education as a whole, abandoning the historical concept of jealously guarded labour education as an activity that is their private game reserve. In fact, during the past two decades the trend in workers' education is clearly towards collaborating with educational institutions—rather than confining its activities to the unions; extending the range of subjects taught to workers who now display wider intellectual horizons and economic and social interests; contributing towards stopping the cost explosion of education in general and adult education in particular. The resulting fluid borderlines between adult and workers' education are factors that can no longer be disregarded by educators in both camps, the more so because adult education in turn has greatly benefited from the more militant trade union education concept which opened the debate on, and pressed through the workers' demand for, paid educational leave. Adult education institutions alone would

never have achieved this innovation however hard they might have pursued such an aspiration.

Working Hand in Hand

From all these considerations one trend emerges clearly: adult and workers' education can supplement each other and should work hand in hand to cope with increasing educational demands of adults, whether or not they are workers in the strict sense of the term. Even when we consider trade union training through which unions nurture their leaders of tomorrow to levels at which they can operate effectively in the interest of their organisations, these training activities today can hardly cope with the widening areas of union activity for which qualified leaders are needed: for instance the operation of social or economic services to their members in which the unions would like to engage to help membership in improving their living conditions.

How does all this affect yesterday's definitions of what workers' education is—or should be? Gone are the days when it could be defined "as distinct from" any other out-of-school-education activity.

Likewise, an acceptable definition could probably not be found at this stage when unions are seriously asking themselves questions in respect of sources of finance: could they accept additional resources from governments or from employers for educational activities without putting into jeopardy their independence and position during industrial disputes or in collective bargaining? If the reply to the question is affirmative, this might once more tilt the scales in trying to define workers' education.

Common Views

While there are differing views among practitioners of workers' education and trade unionists as regards the policies to be adopted in running and financing educational activities for worker students, there are also some common trends that could help to clarify the concept of workers' education:

How? Workers' education is carried out by workers' organisations, among them trade unions, rural workers' organisations and workers' educational institutions, or by specialised institutions such as universities, in collaboration with workers' organisations.

What? Workers' education is intended to meet the educational needs of workers and their organisations in the defence of their acquired rights and the satisfaction of their individual social, economic and cultural aspirations.

Who? Participants in workers' educational activities are adults of all age groups, whether working or not, and include retired workers.

For what purpose? Workers' education aims at equipping participants with the kind of understanding which can assist them to make positive contributions to society, either through their organisations or as individuals. There is general agreement that only an informed workforce can make sound decisions that lead to economic and social development and bring about the changes needed for the future. Workers' education, therefore, is basically future oriented.

These four points are not a definition—but they perhaps clarify how it differs from, or is similar to, adult education. Taken as a whole, the differences and similarities strike a balance which makes

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Workers' Education : A Trade Union Representative's Viewpoint

T. N. Sidhanta

TRADE unions are increasingly becoming conscious of the necessity and also the importance of workers' education. Democratic trade unions require knowledgeable members for their conscious and intelligent participation in trade union activities. It is widely recognised that the immediate object of workers' education is essentially to strengthen the trade union movement, and not to blunt its militancy. Activities on the part of the trade unions in our country are still sporadic in the matter of workers' education due to various constraints, not excluding resources. Although the Government sponsored workers' education scheme has been in existence for some years in which the trade unions have participated, the primary responsibility for conducting workers' education rests with the trade unions themselves. The demand and scope of workers' education have been expanding as a result of economic and technological changes, and increasing role that the working class and the trade unions are called upon to play in matters of development, occupational safety and health, functioning of industries and establishments, etc.

Efforts of trade unions in the sphere of workers' education have largely been

While expected to cover formal education and vocational training, workers' education, says the author, is essentially concerned with strengthening the trade union movement. The primary responsibility for conducting it, he feels, rests with the trade unions themselves. The educational efforts of trade unions in our country, he further observes, have been confined to the organised sector and vast sections of the unorganised sector, especially women and rural workers, are still ignorant of their rights and continue to be exploited.

Finally, viewing the subject in the context of the most crucial contemporary problem of divisive and disruptive forces, he says that to combat it effectively, raising the level of political ideological consciousness should be made an essential part of workers' education.

confined to workers in the organised sector where the freedom of association, the prime pre-requisite for any workers' education programme, exists to a large extent. But the vast sections of unorganised women and rural workers who far outnumber the workers in the organised sector, are yet beyond the pale of any workers' education programme. The necessity for educating and training the rural poor, as also women workers has lately been realised, and some attention is being paid to this problem. Most of these workers are not only unorganised and denied elementary trade union rights and democratic liberties, but are also kept in the dark about the statutory rights and benefits applicable to them.

While commenting on the poverty, helplessness and exploitation of stone quarries and stone crusher workers, Justice P.N. Bhagwati of the Supreme Court in one of his judgements in 1982 observed:

"One additional reason why the workmen employed in stone quarries and stone crushers are deprived of the rights and benefits conferred upon them under various social welfare laws enacted for their benefit and are subject to deception and exploitation is that they are totally ignorant of their rights and entitlements. It is this ignorance which is to some extent responsible for the total denial of the rights and benefits conferred upon them.

"It is, therefore, necessary to educate the workmen employed in stone quarries and stone crushers so that they become aware as to what are the rights and benefits to which they are entitled under the various social welfare laws."

This applies not only to stone quarries and stone crusher workers, but to the millions employed in the unorganised sector, including agricultural sector.

These workers in the unorganised sector of the economy also constitute the bulk of our illiterate and semi-literate population which is about 350 million.

Female illiteracy is as high as 71 per cent, while national illiteracy stands at 64 per cent. Besides, we have got in our country about 17 million child labourers.

This apart, language and training of teachers are problems to be reckoned with.

Though illiteracy is not a bar to workers' education, it certainly poses limitations. To impart literacy, at least to their members, is also a task of trade unions and should be an integral part of any workers' education programme.

Workers' education not only covers trade union education, but also what is called formal education, vocational training, etc. This is of course tied up with the overall education policy of the Government suited to and in consonance with the requirements of socio-economic development.

Reduction of working hours to afford workers time for participation in educational programmes, paid educational leave, the attitude of the employers and the Government are other factors relevant to workers' education.

In the context of contemporary problems, both internal and external, to effectively combat the divisive and disruptive forces in the country based on religion, caste or region, raising the

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Central Board for Workers Education : An Introduction

H.C. Gupta

Established in 1958, the Central Board for Workers Education is a tripartite body sponsored by the Government of India which has among other objectives that of developing leadership from among the rank and file of workers, and enabling trade unions themselves to take over ultimately the functions of workers' education. The Director of the Board discusses the various programmes and strategies adopted by the Board to achieve its objectives,

CENTRAL Board for Workers Education, sponsored by the Ministry of Labour, Government of India, is a tripartite Society established in 1958 with a view to equip all sections of workers for intelligent participation in social and economic development of the nation, to develop among workers a greater understanding about their responsibilities towards family members; and their rights and obligations as citizens; as workers in industry, as members and officials of their Trade Union; and to strengthen democratic processes and traditions in the Trade Union Movement.

Objectives

The objectives of workers education as envisaged by the Board are:

—To strengthen among all sections of the working class, including rural workers, a sense of patriotism, National Integrity, Unity, Amity, Communal Harmony, Secularism, and pride in being an Indian;

—To equip all sections of workers including rural workers, for their intelligent participation in social and economic development of the nation in accordance with its declared objectives;

—To develop among workers a greater understanding of the problems of their social and economic environment, their rights and obligations as citizens, as workers in industry, as members and officials of their Trade Union;

—To develop leadership from among the rank and file of workers themselves;

—To develop strong, united and more responsible trade unions through more enlightened members and better trained officials;

—To strengthen democratic processes and traditions in the Trade Union Movement;

—To enable Trade Unions themselves to take over ultimately the functions of Workers Education.

Out of 25 members on the Board eight are from trade unions. The Chairman of the Board is also an eminent trade unionist.

The trade unions are actively associated at all levels. They are represented on Regional Advisory Bodies and Selection Committees at the Centres. The candidates for worker-teachers training course are sponsored by the trade unions. Their assistance is sought while conducting programmes at enterprise as well as village level. Grants-in-aid is also made available to them both for setting up Departments for Workers Education and conducting short-term training programmes.

Beginning with 12 Regional Centres in 1959 the Board has now grown into a nation wide organisation with 43 Regional Centres, and covers all industries in addition to workers in unorganised and rural sectors.

Special Programmes

The Board has recently evolved several specialised short-term programmes to meet the growing needs of workers at the grass-roots level. Short-term programmes on productivity education, population education and participative education are organised at the enterprise level. There are also programmes tailor made to meet the educational needs of handicapped workers, women workers, young workers and workers belonging to the weaker sections like rickshaw pullers, headload workers, construction workers and civic and sanitation workers.

In another programme recently introduced at the plant level representatives of workers and management come together for a purposeful dialogue on a selected theme affecting both. The programme has become popular as it provides opportunity to workers as well as management to meet at a common forum. The Board's programmes now have four-fold thrust. They are aimed at educating workers about their obligations towards (i) trade unions (ii) industry (iii) family and (iv) the nation at large.

Rural Workers Education

The encouraging experience of the seven pilot projects started during 1977-78, has made Rural Workers Education a regular, continuing and countrywide programme of the Board. The categories of workers being covered are in conformity with the ILO convention No. 141 and ILO Recommendation No. 149 on rural workers. These are:

- (a) Landless Labourers;
- (c) Agricultural workers and Margi-

nal farmers

- (b) Fisheries labour
- (d) Tribal labour
- (e) Forest labour
- (f) Rural artisans
- (g) Educated unemployed in rural areas
- (h) Rural workers (General)

Five-day and two-day camps are conducted at the block/village level, preceded by a general survey so that the course contents could be structured to suit the needs of each group. The residential camp provides an opportunity to participants to analyse and understand a number of need-based topics as well as develops among them leadership qualities necessary for promoting workers organisations. The rural camps are organised through rural educators who are given two months training at Regional Centres.

The Rural Workers Educators form a link between the Regional Centres and the rural workers and help the Centres in organising different training programmes for rural workers.

Education of Workers in Unorganised Sector

The Board has also undertaken the task of educating workers in the small scale and unorganised sector since 1979. The workers employed in handloom, powerloom, khadi and rural industries, small scale industries, handicrafts, industrial estates, sericulture, coir industries and bidi industries are covered.

The objectives of this programme are to develop awareness among workers in the unorganised sector, about the social and economic problems, to help them

organise themselves, and to build up the required cadre. The programme has full-time residential courses of five days duration.

Adult Education Programme

The Board has been implementing the adult education programme through its Regional Centres. The worker-teachers interested in literacy teaching are entrusted with this task. The main thrust of the Board's programme is in plantation and mining areas, and the existing classes in these areas have been converted into Functional Adult Literacy (FAL) Classes. Only illiterate workers are admitted to these classes. In other regions separate FAL classes for illiterate workers have been started. Facilities available to unit level classes are also made applicable to FAL classes. The co-operation of managements and trade unions is secured in the implementation of the Functional Adult Literacy Programme.

Tools and Techniques

The Board can claim to be a pioneer in the field of production of literature on labour and visual aids. Improvement in the tools and techniques of workers education has been an on-going process which has substantially contributed towards imparting workers education in an effective manner.

Modern methods of teaching are adopted in training courses at all levels. Discussions, seminars, debates, role plays, symposia, case studies and other two-way communication methods are encouraged. Educational visits are also arranged for trainees to union offices, family welfare centres, factories and multipurpose plan projects.

Collaboration with other Organisations

The Board has been fruitfully collaborating with institutions and organisations both in India and abroad. Some of these are Central Trade Union Organisations, Adult Education Association, National Labour Institute, Workers Social Education Institutes, Shramik Vidyapeeths, Universities and Labour Welfare Institutes.

In the field of productivity education the Board has close contacts with the National Productivity Council and its local councils. In the field of population education, the Board collaborates with the ILO, UNFPA, Ministry of Health and Family Welfare and the Family Planning Association of India.

Assistance to Trade Unions

The Board encourages trade unions to undertake their own workers education programmes by providing financial assistance under its grants-in-aid scheme.

The grants are intended to meet the operational expenses on training programmes as also the expenditure on study material and audio-visual aids. The Board gives grants for short-term, full-time and part-time residential as well as non-residential courses run by the trade unions. The grants-in-aid is available to the extent of 90%, as per the approved financial pattern for organising programmes of 1 to 14 days' duration. The remaining 10% is met by the trade unions themselves.

The Board also provides grants-in-aid to the Central Trade Union Organisations for setting up Workers Education

Department. Federations not affiliated to the Central Organisations but whose membership is more than 2 lakhs spread all over the country, and with not less than 5 years standing can also avail of the grant for setting up Workers Education Institutes. The object of this grant is to assist the Central Trade Union Organisations in the creation, development and strengthening of the infrastructure required for conducting workers education programmes on regular, systematic and continuous basis.

Grants-in-aid for State level programmes is sanctioned to the State branches of the Central Trade Union Organisations and non-affiliated national federations for conducting residential programmes ranging from 3-14 days within the State.

Expansion during Seventh Plan

The major thrust of Workers Education during the Seventh Five Year Plan is on consolidating the gains achieved till the end of Sixth Five Year Plan and on continuing efforts towards quantitative improvement in the existing programme in the organised, unorganised and informal sectors.

Under the new projects the existing programmes for educating rural workers will be vigorously expanded and special programmes will be developed. Programmes will be specially designed for new entrants in the existing industries. Courses will also be organised for selected groups of workers like women, children and youth. Due emphasis will be laid on organising programmes on national integration in selected areas. The infrastructure of the Board will be strengthened to enable it to undertake additional responsibilities.

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What Education Do Workers Need ?

E. A. Ramaswamy

This paper is concerned not with education per se, but education that will prepare workers for participative management. The essence of participation is joint decision-making on the basis of parity representation. So thoroughgoing a change in the governance of the enterprise requires that workers be educated to face up to the new demands and challenges. What should be the content of this education?

MY basic concern in this paper is with the kind of education that can be profitably imparted to workers. Since what concerns me is not education *per se*, but education that will prepare workers for participative management, some preliminary clearing of air with regard to the meaning of participation is necessary.

Participation has meant all things to all people. Consulting workers on peripheral issues relating to welfare at one end and joint decision making at the other have been equally claimed to represent a participative system. Minority participation in plant level committees and parity participation on the Board have similarly been included under its rubric. Everyone has a right to his views. What does not make sense, however, is the expectation of miracles from a system which is participative in nothing else but name. The denigration of participation for not living up to its promise after perfunctory attempts at constituting a consultative committee or nominating one employee to the Board is a common enough experience.

The essence of participation is joint decision making on the basis of parity representation. One has understandably

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to be circumspect while ushering a change of this magnitude. Circumspection consists in making a modest beginning with less contentious issues and building on experience to draw more issues into the participatory web. It does not lie in so drawing the lines as to leave management prerogatives intact. Unfortunately, participation cannot rise above rhetoric unless it makes a dent in managerial prerogative.

So thoroughgoing a change in the governance of the enterprise requires that workers be educated to face up to the new demands and challenges. What should be the content of this education? Before we face this question squarely, we must first take a look at the education that has been imparted to the workers for the past twenty five years through the medium of the Central Board for Workers' Education.

Central Board for Workers' Education

When the Board was established in 1958, it was set the task of educating workers with the following four objectives :

- (i) to develop stronger and more effective trade unions through better trained officials and more enlightened members;
- (ii) to develop leadership from the rank and file and promote the growth of the democratic process and tradition in trade union organisation and administration;
- (iii) to equip organised labour to take its place in a democratic society and to fulfil effectively its social and economic functions and responsibilities;

- (iv) to promote among workers a greater understanding of the problems of their economic environment and their privileges and obligations as union members, officials and citizens.

It is necessary to go beyond these stated objectives and examine the spirit which inspired the actions of the government, and in turn of the Board. Beginning with the Five Year Plans, there was a marked emphasis on productivity and economic development. Economic planning heralded the growth of the public sector. It was believed that the public sector had done away with the distinction between employer and employee since it functioned for the benefit of society as a whole and not for anybody's personal profit. Unbridled conflict which marked the private sector would harm everyone including labour, and was in any case unnecessary for protecting labourer's just interests, it was claimed. The country also evinced a strong commitment to participative management, although the concept was uncritically understood to mean employee representation on committees. As far as the government was concerned, participation became a reality with the establishment of forums such as work committees and joint management councils. From this was drawn the official creed that workers were equal partners with the employer in the industrial enterprise. From this was also drawn the overall conclusion that consensus was the natural order of relationships in industry, that there could be no genuine and deep seated conflict between labour and management.

Underlying all this was a strong and unflinching faith in selfless sacrifice as

a method of nation building, The appeal to sacrifice was strongly ingrained in the nationalist movement and it was natural to build on it for the economic development of independent India. Workers were exhorted to keep in mind the nation's interests and not be lost in their immediate problems with the employer. Plan documents stressed that any additional benefits to workers—who were now equal partners in industry—must obviously come from increased productivity. In everyday terms this meant that workers should work hard, produce more and not be troublesome.

Ideology of 'Selfless Sacrifice'

There was a need for an organised labour movement in this system, but the exception was that the unions would accept the above ideology. Selfless sacrifice was in any case the avowed creed of the INTUC, the largest trade union. It was natural that a union which traced its ancestry to Gandhi and Nehru should swear by this principle. Worker education was expected to reinforce this ideology where it already existed, and create it where it did not. This was evident from the pronouncement of government spokesmen on numerous occasions. We may cite just one instance. Inaugurating a training course for Education officers, the Union Minister for Labour declared :

"While having discussions and negotiations or while engaged in the process of collective bargaining, the unions would do well to keep in view the philosophy of the trade union movement as taught by Gandhiji...If the demands made by the workers are legitimate there is no reason why a non-violent approach should not produce the desired results. The attitude of the workers of the coun-

try has to be conditioned for such an approach...We want workers to be able to participate effectively in programmes of productivity improvement, cost reduction and quality improvement....In the entire complex of ideas and operations which concern workers they should be able to do their best not only in their own enlightened self interest but in the interest of the enterprise where they work, the industry to which they belong and the society which owns their allegiance. These are some of the objectives which require to be fulfilled and we believe that workers and their organisations will be able to fulfil them better if there are adequate quality programmes...¹

Trade unions were not merely asked to accept this ethos. They were expected to actively propagate it among workers by eventually taking charge of the worker education movement. The Union Minister for Labour remarked on the above mentioned occasion : "...this scheme should be left to be run by the trade union organisations themselves. That is...my anxiety. We have been giving grants to trade union organisations which come forward to run such training programmes. And it would be, as I said, a good day for the country and a happy day for us when we find that worker organisations are able to run the worker education scheme."² To facilitate this take-over trade unions were encouraged to send their nominees for training programmes and extended grants-in-aid to organise programmes on their own.

Union response to these inducements has been far short of expectations. They have consistently refused to fall for the bait. The Committee on Workers' Edu-

cation appointed by the National Labour Commission observes : "But for a few isolated instances here and there, the interest and co-operation (of trade unions) have not been forthcoming in anything like the degree hoped for."³ The problem lay in the content of the education programme. "The trade unions feel that the training imparted to the worker teachers, which they in turn pass on to the workers at the unit level, is not trade union based and is not, therefore, of any effective use for the major activities of trade unions and their members."⁴ One of the sub-committees and, significantly, the one that was assigned the premier industrial metropolis of Bombay, hit the nail on the head when it reported the reaction of all the trade union representatives it had met : "...though the training has inculcated a greater awareness of the problems facing the nation and labour in particular, it has significantly failed to encourage the development of stronger and more effective trade unions or to develop leadership from the rank and file."⁵

Not surprisingly, of the 103 trade union nominees who were trained as education officers in the first decade of the Board's functioning, only 25 took upon the task of educating workers. The utilisation rate of worker teachers was only slightly better. The Committee sought to explain away this wastage by arguing that the rest became active in their trade unions and contributed to the growth of the labour movement. This was claimed to be a beneficial fallout of the worker education programme, although an unintended one. In doing so, the Committee contradicted its own observation that "most of the unions did not feel that the worker

teachers who returned to do union work had improved their capacity as a result of the training".⁶

The Committee concurred with the view that the worker education programme had failed to further its most important objective—that of expanding and strengthening the labour movement. It went on to recommend changes in the curriculum which would redress this lapse. The three topics which, in its view, needed to be given a dominant place were : the purpose of trade unions; trade union organisation, administration and procedure; and labour-management relations and the related issue of collective bargaining.

National Labour Commission

These recommendations did not however, find much favour with the National Labour Commission. The objectives of workers education as spelt out by the Commission did not accord to the development of trade union consciousness the importance suggested by its own Committee. If anything, the Commission dwelt even less on trade unions than did the initial objectives set forth in 1958. The Commission was concerned more with inculcating in the operative a sense of responsibility and commitment as worker and citizen, and with getting the trade unions to cooperate in this endeavour. As to why the unions should go along with this goal when the Commission had not met their objections regarding the content of the education programme remained an unanswered question.

The workers' education programme came in for yet another review in 1974-75, not long after the National Commission submitted its report. The Re-

view Committee headed by G. Ramanujam, General Secretary of the INTUC substantially re-defined the objectives of the programme. Since Ramanujam subsequently became Chairman of the CBWE and set out implementing his own recommendations, it is worth stating the objectives in full. They were:

- (i) to equip all sections of workers, including rural workers, for their intelligent participation in the social and economic development of the nation in accordance with its declared objectives;
- (ii) to develop among workers a greater understanding of the problems of their social and economic environment, their responsibilities towards family members, and their rights and obligations as citizens, as workers in industry and as members and officials of their trade unions;
- (iii) to develop strong, united and more responsible trade unions through more enlightened members and better trained officials;
- (iv) to strengthen democratic processes and traditions in the trade union movement; and
- (v) to enable the trade unions themselves to take over ultimately the function of worker education.

In comparison with the original objectives enunciated in 1958, the major change consists in a shift in emphasis. The need to involve labour in economic development takes precedence over the need to develop strong trade

unions, whereas in 1958 the position was exactly the reverse. In addition, it is 'responsible' unions rather than unions *per se* which are sought to be fostered. Responsible unions are evidently those which co-operate in promoting the "economic development of the nation in accordance with its stated objectives". Lest the impression be conveyed that we are hair-splitting, or looking for hidden meanings in the re-ordering of objectives where none was intended, we must repeat the exercise of finding out what lies behind stated objectives.

Since assuming office in 1981, the new Chairman of the CBWE has been reiterating the need to so reorient the programme as to lay greater emphasis on the responsibilities of the workers rather than their rights. Addressing the national conference of the regional directors of the CBWE, he remarked, "Education by the Board has so far laid greater emphasis on the rights of the workmen and trade unions...There were of course references to the responsibilities of workers. But then that was just nominal. The result is that there has been a lopsided development—more about their rights than about their responsibilities. One of the new directions should therefore be equal, if not greater emphasis on the obligations of the workers."

'New Direction'

What are the obligations to which workers have to be sensitised? "The new direction should now be to make labour realise its obligations to the country first. They should be taught broadly about the economy of the country. That there are about 52 per cent

of the population living below the poverty line and that these people too have equal rights on the resources of this country should be brought home to them. Labour must also be made to realise the implications of the growing unemployment problem. Education should, therefore, inform them as to how labour and their trade unions should conduct themselves in their effort to improve the workmen's conditions of work and living against this context. The new direction would, therefore, lie in making workers give up their sectional approach and adopt a total approach..."⁸

There are in addition obligations to the enterprise in which the worker is employed. "Workers' obligations to industry must also receive greater emphasis in the curriculum than now. Unless industry prospers neither employer nor workers can prosper. Therefore, the fact of community of interests...in the prosperity of industry must be observed by the workers...The importance of productivity in industry must also receive greater emphasis than now. Although labour is one of the factors effecting productivity, it must not be forgotten that it is an important factor and its attitude will largely determine the pace of productivity."⁹

The thrust of the new education becomes evident in the following idealistic statement of labour's true role: "Labour should do the house-keeping for the nation. Labour is like the housewife who cooks for the entire family, but does not sit first (to the meal) just because she has sweated and cooked. She feeds all the members of the family first and takes her turn last. Labour too should serve the community first."¹⁰

Stripped of the frills, the new orientation is an attempt to use the worker education programme to stem the tide of militant trade unionism. The goal is to impress on the workers that their high wages and relative security have already made them a privileged class in relation to other working people, and thereby restrain them from asking for more. Workers are also sought to be spurred to better productive performance by reminding them of their privileged status, their obligations to 'millions of their brethren below the poverty line,' and above all by an appeal to patriotism and nationalist sentiment.

There is no doubt that worker militancy has become a serious problem in many quarters. The question is not merely whether the worker education programme should be used to contain this militancy. There can be more than one opinion on this. The more relevant question is whether these methods will produce the results expected of them. The appeal to patriotic sentiment and selfless sacrifice to contain labour protest is at least as old as the nationalist movements in the newly independent countries. In practically every one of these countries the role of trade unions has undergone a re-definition upon the advent of independence. There is no need to recount in detail this well documented fact. Suffice it to say that so long as the colonial master was at the helm labour protest subserved the nationalist cause because it queered the pitch for the foreign ruler. With independence the unions were expected to address themselves to the task of national reconstruction, that is to the task of getting labour to work and produce rather than protest and be a nuisance. Even a country like Britain has lately

tried to moderate labour protest by appealing to patriotism.

Not Effective

The striking fact is that these appeals have not produced results anywhere. In some societies trade unions have been gagged and forced to further the priorities set by the government. Elsewhere they have been allowed to function in relative freedom, but expected to pursue a more noble cause than the sectional interests of their constituents. Neither tactic has yielded much fruit. Even where trade union federations affiliated to nationalist political parties have espoused these sentiments, their members have largely spurned them.

The major problem in motivating workers and their unions by nationalist task is of course that the interests of the country and of the employer appear entirely identical. They both make the same demands on the worker. The employer wants him to produce more and so does the nation. The employer asks him to shed his obsessive concern with what he will get in return for his work, and so does the nation. The employer is motivated by the desire to increase his own profit whereas the nation's motivations are more noble. But the fact is that they are making precisely the same demand on him. What the workers are asked to do, the way they are asked to behave, is the very opposite of the fundamental tenets of trade unionism as it has functioned in all free societies. Trade unions are engaged in the pursuit of sectarian goals and they do not pretend to be anything else. If the workers and their unions are asked to abandon the beaten path and put their shoulder to a wider

cause they will naturally ask if the employer will do likewise. Will he be persuaded to limit his profits and keep-down product prices out of patriotism? Will he invest the gain from increased productivity to create additional employment so that the 52 per cent below the poverty line will really benefit from labour's sacrifice? Will someone ensure that he does not salt away the gain for private consumption and other unproductive use. Unfortunately, free societies have not been able to assure the worker that the employer will sacrifice too. For his part, the Chairman of the CBWE does speak of the need for managerial education, or what he calls co-education of workers and managers, so that both the partners to the industrial relationship will be infused by the spirit of patriotism. Workers are unlikely to be convinced that this idea will ever move beyond wishful thinking.

Role of Trade Unions

It has been accepted all along that no attempt at educating workers can succeed unless it enjoys the co-operation of trade unions. Even the Ramanujam Committee hoped that the unions would eventually take charge of the education programme. But the new direction he has given to worker education will ensure the hostility of the unions rather than their co-operation. Their objection to the initial scheme of workers' education was that it was not sufficiently union-based. That objection has even greater validity now. Apart from the INTUC which fits the description of 'responsible union' in the revised objectives, the scheme will not find favour with any other.

While discussing the plausibility of instilling the patriotic spirit in workers,

one other important circumstance needs to be considered. It must not be forgotten that the very knowledge which the CBWE now wants to impart to workers has been propagated with vigour by the INTUC. As a prominent leader of this union, Ramanujam himself has espoused these ideas throughout his career. The point is that in spite of the attempts of the largest union in the country, the idea has gained no palpable root among workers. Ramanujam's assertion that workers have become right-conscious instead of duty-conscious is indeed an admission of the INTUC's failure in this direction. What chance is there that the CBWE will carry greater conviction with the workers than their own union?

Finally, no one who has interacted closely with industrial workers can fail to notice the irrelevance of the education programme in their scheme of things. On the basis of close interaction with unions and union activists of the Coimbatore textile industry for a year in the sixties, residence in a community of mill workers in a Coimbatore suburb for yet another year in the late seventies, and continuing contact with the workers and leaders of this industry for close to two decades, I can say that the CBWE's efforts have had little impact on workers. For the union activist, worker education classes are a matter of indifference if not hostility. For those who do participate in the scheme either as worker teacher or as pupil, the high-points are free refreshments, momentary escape from the tedium of work and sight-seeing tours at someone else's expense. I recall the derisive remarks of a millhand about a mill level leader who has spent much time as worker teacher. The worker remarked that the

leader had so successfully evaded doing his normal work in the mill that he had become soft and quite unfit to piece broken ends for eight hours a day.

We are no different at the present point of time from any other society with normal democratic processes. Conflict does exist in industry as in so many other walks of life. It cannot be done away with by fervent appeals to the workers' sense of sacrifice. Even at the height of the nationalist movement, when trade unions were infused with a sense of larger national purpose, the country did not require workers to produce more for the employer's profit. It only asked them to participate in the struggle against the British. With the advent of Independence, the sense of urgency and national purpose has in any case passed, and not merely among industrial workers. Methods which made sense and produced results at the peak of the nationalist movement cannot work today. Workers will turn back and ask why they alone should be concerned to sacrifice for the country when no one else is prepared to do so. Any programme of workers' education will have to get to grips with this realisation.

Education, Not Indoctrination

If the programme is to have any impact on workers, the emphasis will have to shift from indoctrination to education. The programme's thrust is to get the worker accept a role that has been carved out for him by someone else. On the other hand, what the worker is likely to accept and imbibe is knowledge that is relevant to his life and employment. At a broad level of generality, the greatest need is to create in the worker a critical awareness of his en-

vironment, especially at the workplace and the trade union. This knowledge would naturally have to be consistent with his everyday experience as worker, union member and citizen. What the worker experiences is a society where every kind of sectional group is promoting its self interest, a trade union which is accorded no more than grudging recognition and dubious legitimacy by the employer, and a workplace where he is a factor of production rather than a living member of an organic whole. It is futile to expect that he should absorb education that flies in the face of this experience. The pragmatic course is to appeal to his self interest rather than admonish him to sacrifice. To start with, I make the assumption that the self interest of the worker cannot be antithetical to the well-being of an enterprise whose professed goal is participative management or the welfare of a society which claims to be wedded to socialism. On the contrary, it is likely to lend substance to both. Subsequent discussion will show how much of this assumption holds.

The plain fact is that the workers themselves have had no opportunity to spell out their self interest in the enterprise. This has been decided for them by the trade union and employer, and they both have taken a severely narrow view of it. Conventional trade unionism has restricted their concern to the compensation package. Having taken the view that whatever power the union has not wrested is part of his prerogative, the employer has had no option but to limit worker involvement to what the union demands. The only advance he has made is to retaliate against union pressure and demand that

the worker think of what he will give to his work, and not merely of what he will get out of it. The additional concern of the worker, in his view, should be productivity. Beyond this, the only management strategy has been to advance and enhance their prerogatives where the union is weak and withdraw where it is strong. Either way, they do not boldly break out of union shackles to redraw the lines and take a broader view of what concerns the worker. With worker concern at the workplace narrowed to monetary gain, the union itself comes to be seen as a simple instrument for extracting the most out of the employer. Trade union leaders everywhere have sought to gloss over corrupt practices by arguing that they are of no concern to the worker so long as the union gets him good money. Together the union and the employer have promoted this unidimensional view of the workers' legitimate areas of concern and thereby divided the enterprise into two hostile camps enmeshed in competitive bargaining.

Workers' Concern with Technology

The worker himself has other concerns, and some of them are no less important than money. Prominent among these is the content of the work he has to do eight hours a day for the course of his working life, and technology is probably the most important determinant of his work. A fact which has stood out during the course of my field researches among textile, chemical and engineering workers is their marked preference to work on recent, efficient and well-maintained machinery. Modern technology can reduce the demand on the operative, but workers have welcomed technological advancement even when this does not hold. In the textile

industry, for example, modernisation has always occasioned increased workloads, but this has made no difference to worker attitudes.

During the early sixties when I did my field research among the Coimbatore textile workers, their unions were demanding that the manning of the new machines which were being installed in some of the mills should be on the basis of seniority and not the whims of the owner. It was not that work on the new machines was easier. There was a certain prestige in working on the latest machinery. Workers admired their speed, efficiency and tidiness. When I returned to Coimbatore for another major spell of field research after a gap of fifteen years, technology had gained even greater significance. The industry had gone through a harrowing crisis. Mills which eked meagre productivity out of obsolete machinery had to close down, whereas the ones which had modernised not only weathered the crisis, but actually prospered. The new machinery brought productivity, profitability, good wages and bonus and above all, job security. The crisis showed that managerial decision on technology was a matter of great moment to the worker. After all, the profitable mills existed just alongside the failing ones, employed workers with the same work attitudes and union loyalties, and functioned in the same business environment. It was clear that technology was even more important to the worker than money, for wages could be earned only so long as technology was good enough to enable profitable operation. Workers whose jobs were in danger spoke enviously of their counterparts working the latest high speed cards and spinning

frames. And, for all this, the new machines had sharply stepped up the exertion demanded of the worker.

What is paradoxical is that in spite of the obvious importance of technology to the life of the worker, the Coimbatore trade unions have seldom demanded that the employer maintain the machinery efficiently and replace them to keep up with the latest technological advances. They have fought for higher wages, a better bonus than what the statute offers, reasonable workloads, protection of women's employment, and even preferential recruitment of workers' children to the mills. When it comes to technology, their attitude has been to allow the employer a free hand till the mill closes down, and then demand nationalisation. They have mounted pressure on ministers, sought to influence legislators and held demonstrations at the Collectorate to reopen closed mills and provide employment to their members, but never pressured the employer to modernise the plant. The employer has naturally taken the view that it is for him to decide what to do about his technology. Why should he invite union participation in this area when the unions and their members have not demanded it? The more far sighted employers have wisely modernised whereas the ones whose concern is to maximise short term gain have bled the plant till it is incapable of yielding a profit and then downed the shutters.

One of the few recorded attempts by a voluntary group to promote non-formal education among workers corroborates the Coimbatore experience. Writes Girija Sharan, on the basis of the experiment at Ahmedabad: "In

order to widen the diversity [of topics taught], we sought to branch into the area of production techniques and technological change in their factories. It was suggested to the workmen that they should collect data about such changes in machines and production methods as may have taken place over time. This proved to be difficult. The workmen even in the biggest industrial units are not involved in technological choices, technological innovations and other related issues. They did not consider that they had any legitimate role in technological matters. We did not succeed in breaking through this indifference."

Recently, I had occasion to witness a live demonstration of the workers' concern with technology. The Tata Iron and Steel Company (TISCO) had organised a seminar to celebrate twenty-five years of workers' participation. The participants were invited to witness the annual meeting of the Joint Departmental Council of the Plate Mill. TISCO, like the rest of Indian industry and officialdom, draws a distinction between work-related and interest related issues, with only the former being considered fit subjects for participation. In practice, workers ignored this distinction. Someone wanted to know why the Tata Main Hospital could not offer neuro-surgery. Another was concerned to know the progress of industry-wide negotiations for a new wage settlement. A third wanted to know what the Company was doing to alleviate the housing shortage. Question after question related to 'interest', and luckily none of it was put down as unsuitable for participation. The capping event was a question on technology. One worker commented that

their employment depended on the viability of the plate mill. Their own plate mill was of an obsolete design and they wondered how long it could be worked profitably. They were concerned to know about management's plans for modernising the mill. A high official replied that a major investment decision was involved and that the time was not appropriate for such investment. The country was experiencing a glut in steel plates, and it would be unwise to sink money in new technology. When pressed further, he replied that they did not envisage modernisation of the mill in the next five years. He assured the workers that their mill would be worked efficiently and that they need not worry on this account.

The first session of the seminar on the next day was devoted to a discussion of how to extend and strengthen participation on the basis of a quarter century of experience. A union committee member wanted to know why investment decisions should not be debated and decided in participatory forums. Was this not a matter of the greatest mutual concern? There was no answer from the managers present, even though the Chairman tried to veer the discussion round to this question. Later, some managers commented that investment decisions were beyond the scope of participatory forums. Workers had no stake in the capital of the firm and they could not have a say in how it was deployed. It was pointed out that TISCO set aside a portion of the public issue of stock for its workers, but this was poorly subscribed.

The TISCO, Coimbatore and Ahmedabad experiences indicate that work-

ers are latently aware of the significance of technology. What education need to do is to catalyse and manifest this latent awareness.

Failings of Unions

As with work, so in the trade union, the worker has concerns no less important than the money it gets him. Trade unions exist to promote the democratic government of the enterprise. The substance of industrial democracy is the expansion of joint decision making to encompass all issues that are of interest to labour. Trade unionism, thus, is a social movement and not a mere instrument for gaining a little more money. To keep alive the movement, the leaders have to steadily widen the union's sphere of operation to include new and varied issues and draw the members into its activities. This is how a principled trade union ought to function, but few ever conform to this ideal. Like their counterparts elsewhere in the world, Indian trade unions have failed to expand joint regulation beyond the familiar monetary question.

Apart from the universal apathy towards non-monetary questions, the failings of Indian unions can be attributed to multiple unionism and outside leadership. Whatever the initial impetus for the fragmentation of unions, outside leaders, employers, political parties and even the state have developed a vested interest in a divided labour movement. About the only people who can gain nothing from this mushroom growth are the workers themselves. In many situations, workers have become acutely aware of the price of disunity, and even constituted long-term joint committees to deal with the employer. But unity is

an uphill task for they have to contend with the law of the land, employers, political bosses and above all their own leaders.

To be a union leader is lucrative, not merely in terms of money for the unscrupulous, but also by way of a personal following and political muscle. Leaders zealously protect their fiefdom from assault by rival aspirants. They have to periodically engage in histrionics and keep the pot boiling to convey the impression that they are serving their members, and serving them better than their rivals.

Once upon a time it was argued that workers needed outside leaders because they were illiterate and ignorant. What ever the merits of this argument at that time, it has little validity now. That the cause of outside leadership lies elsewhere should become apparent the moment one looks at bank employees and other white collar groups who are led by outsiders even though highly educated. The legal system which promotes dependence on the government, reliance on political heavyweights to conciliate and arbitrate disputes, the preference of employers for outsiders who can be mollified and compromised, and the leaders' own vice-like grip over the unions are far more important than the socio-economic background of workers. Workers, at least in the better organised enterprises, are fully capable of running their unions and taking care of themselves. There are clear signs that workers are waking up to the allround exploitation, and the coming decade might well witness prolonged struggles between them and their own leaders with obvious consequences for industrial relations.

One of the original objectives of workers' education was to help workers take charge of their own affairs. Unless the union is governed by those who make it up, and governed democratically, there is little chance of its promoting the democratisation of the workplace. This important goal was, however, lost track of somewhere along the way. Today's workers would like to know how they can wrest control of their affairs, and the education schemes designed for them would have to address this question.

Consequences of Education

The purpose of education, thus, is not to prepare the worker with opinions on how he should conduct himself, but rather to equip him with knowledge which will enable him to understand his situation and take responsibility for himself. What consequence will such education have? There is no doubt that in the long run it will place Indian industrial relations on a saner footing. An intelligent and self-conscious worker will resist being exploited whether by the trade union or by the employer. In the short run, however, the possibilities are that it will exacerbate rather than depress industrial conflict. Worker education will seriously impinge several vested interests.

When workers become sensitive to the many ramifications of technology, they will demand a say over this important issue. The employer will find his prerogative challenged on a new and sensitive front, and will not brook the challenge. It is well known that employers often do not plough back into plant replacement the amounts that are set apart to cover depreciation. It is also known that provision for depreciation is so meagre that the rising cost of new

technology is difficult to meet even if these funds were to be utilised entirely for this purpose. One of the major causes of the sickness that has plagued Indian industry for the last two decades is the unwillingness of employers to plough back adequately into the modernisation of plant. Employers who take an essentially short term view of profits with no concern for the long term interests of industry would resist attempts to force them to reinvest in the enterprise.

Educating workers to run their unions could, once again, have the immediate effect of promoting conflict. One of the most interesting consequences of the Ahmedabad experiment earlier cited was to decrease worker dependence on the union for routine matters. In the course of eight months of education workers had gained enough confidence to sort out routine day-to-day problems on their own. Once this happened, the union had to divert its energies to more important and fundamental issues, or become redundant. Tension began to mount between trade union leaders who were unprepared for the change and the educators who had not anticipated this turn of events, and the experiment had to be terminated. Not many union leaders, particularly those for whom leadership is a career, will allow a worker take over of unions without resistance, and they will be joined by other vested interests.

To seek to educate any subordinate group in society without promoting some conflict is a contradiction in terms. What has to be basically decided is whether the country wants workers to become partners in industry not just in rhetoric but in actual substance, or

remain an alienated group. If what is sought is an involved and participative workforce, the right step is to impart relevant knowledge rather than opinions and dogmas, and treat the conflict as a necessary preliminary to a different kind

of industrial relationship. The only other alternative is to continue to feed workers with education which will sermonise them to sacrifice and hurt no vested interest, but will be so much water off duck's back.

Notes

[Thanks are due to B R Virmani and A K. Das Gupta for interesting me in workers' education. But for their effort this paper would not have materialised.]

- 1 Central Board for Workers' Education, "Objectives of Workers' Education" Nagpur: CBWE, 1968 pp 6-7.
 - 2 *Ibid.* p 13.
 - 3 National Commission on Labour. "Report of the Committee on Workers' Education", Delhi : Government of India. p 28,
 - 4 *Ibid.* p 20.
 - 5 *Ibid.* p 21.
- Ibid.* pp 19-20.

- 7 Central Board for Workers' Education. "New Dimensions of Workers' Education", Nagpur : CBWE 1981, pp8-9.
- 8 *Ibid.*
- 9 G. Ramanujam, "Workers' Education : New Vistas", Nagpur : CBWE. 1981, p 8:
- 10 Central Board for Workers' Education, *op cit.* 1981, p 15.
- 11 Girija Sharan, "Non-Formal Education Among Workmen ; An Experiment in Ahmedabad", *Economic and Political Weekly*, Volume 35, 1980. pp M 74-84. ●●●

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level of political ideological consciousness of workers to strengthen their unity in the midst of diversities must be made an essential part of workers' education.

The task of workers' education is indeed stupendous and requires not only resources, but also trained manpower at the disposal of trade unions. Different trade unions have embarked upon programmes of workers' education, in varying degrees and frequency. However it cannot be denied that much yet remains to be done in this regard. ●●●

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pect to education and training and with respect to their effective participation in the development of their societies. To

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it possible for both to coexist side by side, and to work together towards one common goal which Paulo Freire in his *Pedagogy of the Oppressed* termed as the "revolutionary futurity" of problem-posing theory and practice that take man's historicity as their starting-point. Margaret Mead said the same earlier in slightly less learned terms : "We are now at the point where we must educate people in what nobody knew yesterday and prepare people for what no one knows yet, but what some people must know tomorrow." ●●●

C. Fernau

them alone is given to make true the workers' birthright to education as a means of human liberation, in keeping with the universal notion that man will not live by bread alone. ●●●

Workers' Education : The Contribution of IAEA

S.C. Dutta

INDIAN Adult Education Association ever since its formal establishment in 1939, has been undertaking activities of pioneering and experimental nature and has been side by side developing concepts in the ever changing field of adult education.

Education of workers assumes great significance considering that they are the productive agent for meeting our economic needs and are the most vocal section of the society enjoying influence and bargaining capacity because of their concentration in big cities and towns—the seats of power. The Indian Adult Education Association (IAEA) has been playing an active role in the promotion of workers' education and in the definition of the scope and development of the concept since pre-independence days. The author who has been associated with the IAEA for over four decades and served on the Central Board for Workers Education from 1958 to 1978, recapitulates the Association's contribution in this regard.

In the pre-independence period the Association organised adult education programmes as part of freedom struggle. Once political freedom was achieved the Association undertook the responsibility of giving this political freedom social and economic content and started taking interest in the promotion of education of adult men and women in the rural and urban areas. Within the urban areas, the Association concentrated on industrial workers and slum dwellers. The industrial workers though a small minority, are the most vocal section of the society. They are also the productive agent to meet the economic needs of the society. They are mainly concentrated in big cities and towns and are therefore, nearer to the seats of power. They thus enjoy influence and bargaining capacity perhaps not entirely warranted by their numbers. The number of industrial

workers in India increased during the post-independence period as industrial development proceeded in various directions. Therefore, proper education for the industrial workers and their families concentrated in big cities and towns assumed great significance. The Association is very much interested in the education of the workers, because they are in a position to influence the decision-making processes of the Government and bring about changes in the policies and programmes of the country for the benefit of the poor.

The Association therefore took upon itself the responsibility of emphasising the need for workers' education and for providing opportunities to adult men and women for vocational and technical training.

It organised a national seminar in Calcutta from December 21 to 27, 1957, to discuss the problems of workers' education. This seminar was followed by another national seminar on adult education in urban areas held at Lucknow from December 15 to 20, 1958. Both these seminars gave a clear lead to adult education workers about their role in promoting education amongst the working class and the slum dwellers in urban areas. While the seminar on workers' education called upon the Government to take interest in workers' education by setting up an autonomous and independent board consisting of representatives of trade unions, educationists and employers, the second seminar recommended the setting up of autonomous committees in towns and cities to co-ordinate adult education work of various organisations in urban areas. In order to give focus and a thrust to workers' education, the

Association organised a workshop, in New Delhi in 1960 on methods and techniques of workers' education and followed it by another 'workshop' in 1963, on trade unions and workers' education.

The recommendation of Calcutta Seminar ('57) was accepted by the Government. The Ministry of Labour set up the Central Board for Workers' Education in '58 but the proposal of Lucknow Seminar ('58) was not acted upon, although the Second Plan had included it in its chapter on Education the Ministry of Education in its wisdom diverted the funds to other non-plan activities.

The Association also conducted a correspondence course for workers, on trade unionism and collective bargaining. It brought out a number of booklets to assist the trade unionists and workers' education activists to undertake this programme.

The Association had also co-operated with the Central Board for Workers Education in most of its activities. The author in his capacity as the Honorary General Secretary of the Association was a founder member of the Central Board for Workers Education and had served on its governing board for about 10 years in the formative period of the Board. During this period, the concept of workers' education as practised in India was given content, shape and meaning. A representative of the Association is a member of the Board, signifying its close interest in workers' education.

Recently, the Association came to the conclusion that the working class in order to have an impact on the

decision-making processes in the country should get out of its narrow groove of being a mere agency for collective bargaining and for improving the working conditions and wage structure. The Association suggested that trade unions must take interest in promoting the education and welfare of their own families. They should also take interest in building up an alternative channel of purchase, supply and distribution of goods of daily use. The Association was of the firm opinion that trade unions as representatives of the people should evolve ways and means to undertake economic activities for the benefit of working class youth and the workers' families themselves.

A workshop to discuss these issues was held in New Delhi in 1982. Representatives of trade unions, social workers and adult educationists attended this workshop and endorsed the major trends expressed above. It was the opinion of the workshop that a large scale training programme for trade union leaders on community activities was necessary. Some of the participants felt that it was only through education that the trade union movement in the country could be strengthened, industrial relations improved and prosperity of the country ensured. Widening and expanding the scope, objectives and functions of trade union was necessary so that the economic and social structure of the society could be

changed to suit the needs and requirements of the poor and the unprivileged.

The Association is planning to organise similar workshops in various parts of the country with a view to ensuring the support and co-operation of trade union leaders and working class activists. A close cooperation between trade unions and adult education agencies is necessary for education, training and development.

The Association is also planning to bring out small booklets in simple and easy to read language for making the working class aware of the various obstacles which stand in the way of their development. The booklets will also contain methods and techniques which the working class should adopt in order to improve the productive capacity of the society and thereby improve their own capabilities and competence to influence the decision-making processes at all levels—social, economic and political.

The Association has decided to set-up a Shramik Vidyapeeth in the current year and organise short-term and long-term training courses and study circles on current economic, social and political issues. It is our hope that it will add a new dimension to the educational efforts in the country and thus influence the development of the country with social justice, equality and national integration as its basic characteristics. ●●●

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Media and resource development will receive priority attention for creating diversified and needbased learning material, audio visual aids and com-

munication material, equipping various categories of personnel in the CBWE for playing their role and infusing a system of evaluation and research to impart dynamism to the Workers Education Programmes. ●●●

SEVA Credit Union : A Success Story of Workers' Self-reliance

J.R. Victor Karunan

Adult education and economic development, it has come to be accepted, are not unrelated. The present article which narrates the success of the Bangalore Industrial Workers' effort to float a cooperative credit union is significant in that it implies generation of awareness among workers about cooperatives and also because it is a pointer as to how the potential strength of collected workers can be channelised in a positive way without necessarily having to take a recourse to the path of confrontation for solving their own problems.

TWENTY years ago, on a rainy day, a few industrial and development workers, including two pastors, were engaged in an animated conversation at St. Mark's Cathedral in Bangalore. Their attention was drawn to two urchins defying the rain and burrowing into the dust-bin on the roadside. Investigation revealed that they belonged to a large group of youngsters sent out by some monied vendors to collect bottle caps, tin-foils and such other materials from public waste heaps all over the city. The boys said that a hundred metal caps fetched them a wage of Rs. 5/-. This episode set in motion a chain reaction: what could be done to wean these beggar children to a better way of earning their livelihood? A survey was organised which revealed the sad plight of thousands of vagrant youth engaged in this sub-human profession.

At that time a number of Central Government industrial concerns were being set up in Bangalore. At several meetings of industrial workers, intensive discussion took place as to how best this tragic problem of the poor urchins could be solved on a permanent basis. An officer of the Indian Social Institute Training Centre, Bangalore, along with a few staff members of the Institute,

addressed one such meeting and proposed for consideration the starting of a co-operative Credit Union. Being a graduate of the Coady International Institute of Antigonush, Nova Scotia, Canada, the officer explained how self-help co-operative endeavour was an urgent need for a developing country like India, particularly to make industrial workers of Bangalore self-reliant in course of time. The worker representatives strongly felt that they should mobilise themselves to move in the direction of self-reliance and decided to form a Credit Union to serve the needs of thousands of factory workers in Bangalore. Thus, what began as an attempt to ameliorate the working conditions of rag-pickers became a general movement for self-reliance on the part of industrial workers of Bangalore.

In March 1964, at a historic meeting held at St. Mark's Cathedral, Bangalore, 18 worker representatives from about half a dozen industrial concerns put down Rs. 80/- as their first contribution and pledged to pay every month a minimum of Rs 2/- each as a perpetual saving to provide for their family needs. What is more, they also resolved not to seek any loan for two years till they accumulated adequate money by way of regular saving from their monthly earnings. As word spread from factory to factory about this unique experiment, more and more members joined the movement and decided to float the first Credit Union in India.

Bye-laws were drawn up and the Credit Union was officially registered under the Mysore Cooperative Societies Act under the name of SEVA Co-operative Credit Union Ltd. In an economically backward country like India where

thousands of co-operative societies exist, the starting of what is known as a "Credit Union" with primary emphasis on savings and not on borrowings was not looked upon favourably by Government and public circles. It was a difficult task for the founder leaders of SEVA to convince the critics of the advantages of a Credit Union over a co-operative society, though basically both served the same purpose, namely, economic improvement of members leading to self-reliance. How Credit Unions were functioning successfully in countries like Canada, Japan Philippines and Australia was the most important topic of discussion at a number of meetings of factory workers who ultimately opted to subscribe to the policies and principles of SEVA. They realised that basically the major philosophy of Credit Unions was as explained below:

—Membership in the Credit Union shall be voluntary and available without artificial restriction or any social, political racial or religious discrimination to all persons, who can make use of the services and are willing to accept the responsibilities of membership.

—Credit Unions are democratic organisations. Their affairs shall be administered by persons elected or appointed in a manner agreed to by the members and accountable to them. Members shall enjoy equal rights of voting (one member, one vote) and participation in decisions affecting their Credit Union.

—Share capital shall receive only a strictly limited rate of interest.

—The economic results arising out of the operations belong to all the members of the Credit Union and shall be

distributed in such manner as would avoid one member gaining at the expense of another.

—Provision will be made for the education of members, officers and staff of the Credit Union as well as the general public, in the principles and techniques of co-operation, both economic and democratic.

—To provide optimum service to its members and their communities, Credit Unions shall actively co-operate in every practical way with other co-operatives at local, regional, national and international levels, having as their objective the achievement of unity of action by co-operators throughout the world.

During the first few years of the working of SEVA Co-operative Credit Union, it was found difficult to enlist the co-operation of managements of industrial concerns in Bangalore to agree to pay-roll deduction of contributions and loan instalments of members of the Credit Union working in the respective concerns. Persistent efforts on the part of the management of SEVA and persuasion of the officers of the Co-operative Department helped solve the problem, and today, most of the factories in Bangalore and suburbs are recovering through their pay-rolls loan instalments and share contribution of members of SEVA employed in their factories.

Initially from 1966, loans granted to members for provident and productive purposes ranged from Rs. 50/- to Rs. 250/-. As the activities of the Credit Union gained momentum, the maximum loan limit to a member who provided two other members as sureties, was increased to Rs. 1,000/- repayable

in 30 monthly instalments. At the same time, the minimum monthly share subscription of Rs. 2/- per member was enhanced to Rs. 5/- per month. The rate of interest for regular repayment of loans was fixed at 12% while for borrowers who are irregular in repayment of the loan, the rate of interest was fixed at 18%.

The Board of Directors, comprising 15 elected members, administer the affairs of the Credit Union. Every year, five of them retire by rotation and five new members are inducted into the Board who hold office for a period of three years, which facilitates continuity in the management of the Credit Union and also enables new Directors to acquire experience in the functioning of the organisation. There are besides an Education Committee, a Loan Committee, a Defaults Committee and a Supervision Committee, with three or four elected Directors, who supervise the respective fields of work in the Credit Union.

The Board of Directors meet regularly every month to examine the accounts, admission of new members, ratify grant of loans and to review the loan recoveries and other important matters. A system of internal audit of the accounts has been established and the Government Auditor scrutinises and certifies the Balance Sheet and allied annual accounts. It is a matter of gratification that almost continuously for the past 15 years SEVA Cooperative Credit Union has been placed in category "A" of co-operative societies in Karnataka State.

The figures given in Table 1 will indicate the steady growth in the activities of SEVA Co-operative Credit Union during the past two decades.

TABLE I

Date	No. of Members	Paid-up Share Capital	Loans disbursed	Loans outstanding	Average monthly share collection	Investment in Fixed Deposits
		Rs.	Rs.	Rs.	Rs.	Rs.
30-3-1960	18	80	—	—	80	—
30-6-1968	874	36,209	25,935	24,655	1,000	14,300
30-6-1974	1541	1,44,662	86,760	1,34,068	2,320	24,600
30-6-1980	1444	3,05,289	1,45,040	2,84,594	4,275	45,600
30-6-1984	1637	4,49,190	2,77,750	4,00,783	4,409	1,27,500

Those who come in contact with the SEVA Co-operative Credit Union often ask, "When there are nationalised Banks in every nook and corner of the city wherein one's savings could be conveniently deposited, what is the need for a Credit Union. There are indeed many factors which go in favour of a Credit Union as compared with a Bank :

- All the money in a Bank is made use of for various purposes over which the depositor has no control. In a Credit Union, the total accumulations are used directly for the benefit of the members only. Hence the funds rotate within the Credit Union itself.
- When projects are started and efficiently administered, attractive profits are bound to accrue to the Credit Union which would be distributed only among the members in the form of dividends, while in a Bank, a fixed rate of interest on investment only could be expected.

- Loans are sanctioned and paid to members more easily in a Credit Union as against the delay, caused due to much paper work, and other formalities that have to be fulfilled while seeking loans from a Bank.

- The policies and programmes of the Credit Union are determined only by the members to meet their best interest. It is not so in a Bank where the administrators have other motives besides that of helping their clients.

Integrity, hard work, selflessness and dynamic urge to serve the cause of the emancipation of the poor and down-trodden segment of society have been the hallmarks of SEVA Co-operative Credit Union and its dedicated team of Directors and staff, which augurs well for the well being and prosperity of thousands of its members working in over 50 Central and State government as well as private industrial undertakings in the garden city of Bangalore. ●●●

Workers' Education : Need for Empirical Approach

A.N. Buch

Teachers in the formal education system may be required to have specific qualifications and degrees, but for worker teachers the only necessary condition, says the author, is that they should be workers. Worker's education he further serves to be successful should be taken beyond the premises of the factory—to the worker's home and family.

E DUCATION is not restricted to acquisition of reading and writing skills. It is a life long process with unlimited scope, and relates more to understanding and exchange of views and thoughts.

Education, Persuasion, Identification and Transformation were the four basic principles on which Mahatma Gandhi laid the foundation of Textile Labour Organisation (TLA). Today, TLA is recognised as foremost among Trade Union organisations. The reason for this perhaps is that TLA is wedded to principles and not to personalities.

TLA believes that any industry, be it a factory, farm, mine or plantation, belongs neither to the management nor to the employees but to the community. The Association does not believe in the show of arms strength for such an act in any field, whether political, economic, social or religious can only lead to negative results. TLA has followed the path of consultation, cooperation, co-adjustment and compromise in disputes of all kinds.

It is generally believed that trade unions' disputes are restricted only to those with management or Government.

The fact, however, is that inter and intra trade union rivalry is equally common and has considerably weakened the trade union movement in the country. However, it would perhaps not be right to presume that conflict can have only negative effect and that it needs to be avoided all the time. A healthy conflict based on truth and non-violence can lead to education and growth, and can even form basis for cooperation. Mahatama Gandhi never avoided conflicts nor did he invite conflicts. However, if a conflict was inevitable, he would withdraw himself but never remove those who were in conflict with them. This always went in his favour. He never feared unpopularity on this account. If he was convinced that he was at fault or had misunderstood or had been misinformed about an issue, he would move towards self-sacrifice and self-correction or purification. This philosophy needs to be adhered to even in trade union activities. There should be norms related to recruitment, transfer, seniority, confirmation, promotion, retirement and other similar issues. The bigger the trade union, the greater the need for such norms. These norms should be conformed to strictly. Any attempt to break or tamper with the norms to suit particular individuals can prove to be dangerous as it can lead to disunity.

Means of Workers' Education Just as daily newspapers serve as a medium of education for common citizens, the journals voicing the views of trade unions serve as a means for educating workers as well as management, and are aimed at political, economic and social change. These are being brought out with the objective of creating awareness and selflessness among workers,

imparting to them knowledge about industrial, civil and criminal laws and the role of the Government machinery and judiciary ; as also to teach them the art of negotiation, conciliation and confrontation without bitterness.

Teachers in the formal education system may be required to have specific qualifications and degrees. But for worker teachers the only necessary condition is that they should be workers. If they are literate, it can be an added advantage. However, illiteracy should not prevent them from becoming teachers because at times the influence of effective orators, irrespective of their literacy status, can prove to be more educative than that of formally educated teachers.

Workers' education to be successful needs to be taken beyond the premises of the factory. Unfortunately, the officers of trade unions in our country have been rather bureaucratic in their approach to workers' education avoiding direct contact with the masses. They want to impart to workers education through easy and less laborious methods by giving information to workers on various subjects like safety, saving, blood donation and family welfare, through lectures organised in the factories. However, if the goal of restructuring industrial, economic and social relations is to be achieved, education will have to be taken to their homes and their families.

In India we need to have Workers' Education Year and all the employees covered by the Factory Act and Labour Laws, be they in government or non-government organisations, should encash their one-day leave to contribute towards it.



ADULT EDUCATION NEWS

Fourth International Conference on Adult Education Asserts "Right to Learn" for All

More than 800 delegates coming from 122 UNESCO Member States participated in the Fourth International Conference on Adult Education at UNESCO's Paris headquarters; this compares with 30 countries represented at the first international conference at Elsinore, Denmark, in 1949, 60 at the second in Montreal in 1960 and 79 at last, in Tokyo, in 1972.

In 10 days of debate, from March 19 to 29, participants agreed that the priority in educating adults was to enable them to participate more effectively in the progress of their own societies and also to aid them to develop their own personalities and open up to current social and cultural problems. This was recognized by both industrialized and developing countries.

They unanimously adopted a declaration on the "right to learn", whose recognition was a major challenge to humanity, "for without it there can be no human development." Learning is not only an instrument of economic development but must be recognized as one of the fundamental human rights says the text, for it "changes human beings from objects at the mercy of events to subjects who create their own history".

In a package of recommendations, the conference laid down guidelines for the evolution of adult education. They

were mainly concerned with the aims and politics of adult education, use and transfer of appropriate, low-cost and innovatory technologies, training of adult educators, relations between adult education and traditional training, and illiteracy and the drop-back illiteracy now affecting industrialized countries, as well as international co-operation, the contribution of adult education to development and the exchange of information.

From the debates, it emerged that adult education has very widely expanded in recent years, many delegates ascribed this progress to UNESCO initiatives, particularly the Recommendation on the Development of Adult Education adopted at the Organization's 1976 General Conference in Nairobi. Spectacular growth in the number of institutions specializing in this field was reported by several participants, who also reported marked increases in adult enrolment in training programmes.

In Canada, one adult out of every five is enrolled in further educational courses. In Sweden a third of the population between 18 and 65 follows popular education courses. In Japan 70 per cent of the working population, nearly a third of them women, are involved. In China, 1,503,000 adults have been made literate in a few years, bringing the illiteracy rate down to 23 per cent in 1982. In Kenya in the past six years, 2,000,000 adults took courses and this year the number will be 350,000, 80 per cent of them women.

In the Soviet Union 4.1 million adults took training at 11,300 institutions between 1983 and 1984 and 1,100,000 are currently taking evening courses. One adult out of every three is taking courses in Cuba, a total of 3,200,000 out of a national population of 10,000,000. Mexico brought its illiteracy rate down from 16 per cent to 12 per cent between 1980 and 1984. In Zimbabwe, adult education courses have enrolled 380,000 people, 60 per cent of them women.

Urging UNESCO to work out a large-scale project to develop the total educational system in the future, many delegates called this "the basic challenge of today". Concentration of the Organization's work was urged so as to increase its impact on literacy, women's education, the education of the general public as well as of immigrants and the handicapped, and also professional training of disadvantaged sections.

International co-operation prompted a large debate from which it emerged that participants considered that it was a major factor for understanding and peace in the world. Many of the delegates considered that regional co-operation was the most favourable form, it being easier to ensure exchanges in information between countries with cultural affinities and similar problems.

The conference stressed the need for systematic diffusion of research and experiment results as well as experience in training educational administrators and developing programmes of study and teaching material.

Research and experimentation to develop approaches to using mass communication, such as radio, television

and computers, were urgently needed, the conference stressed, for the new technologies appeared promising for education in general and the training of adults in particular. "The irreplaceable role" of non-governmental organizations, 59 of which were represented at the conference, was widely recognized by the conference, many delegates urging that these organizations deserved support from Member States and UNESCO, so as to coordinate and distribute the vast intellectual resources at their disposal. NGO's specializing in adult education have more than doubled since the 1972 conference, from 40 to 90.

Summing up the results of the conference, UNESCO Director-General Amadou-Mahtar M'Bow, declared that participants had considered that "for adult education to play its full role as a factor in the democratization of education and of society, it must continue to be inspired by a concern for equity".

Speaking on the occasion, Mr. K.C. Pant, Union Education Minister of India said that adult education programmes should be viewed as an attack on mass poverty and not merely on mass illiteracy.

Mr. Pant said statistics provided by UNESCO showed that there were 800 million illiterate and equal number of poor in the world. This indicated that illiteracy and poverty were inexorably linked, he added.

Mr. Pant stressed that adult education programmes be viewed as "a means for liberation of the people from the shackles of mass ignorance and mass poverty".

The minister said accent on adult education programmes in the western

countries was more on imparting new skills than on making people literate.

It was in the Asia-Pacific region where three-fourths of the illiterate population exists (a staggering 618 million of a total 857 million), where attention must be focused by all national and international agencies in combating illiteracy.

Pointing out that the goals of the national governments to increase productivity, employment and poverty alleviation could not be achieved if two-thirds of the population was illiterate. Mr. Pant stressed that objective attempts be made to include literacy and functional education as an integral component of all developmental programmes.

Suggesting that UNESCO help its member states to develop appropriate technologies and media materials for adult education, Mr. Pant said there was a growing realisation of the importance of mass media and appropriate technology and providing education to the poor, backward and relatively disadvantaged sections of the society.

At the closing ceremony, representatives of different regions stressed its valuable results. Mrs. Irina Semenovna Khomenko, Deputy Education Minister for the Ukraine, declared that the results underlined the irreplaceable role of UNESCO in co-operation to advance education in the world. Mr. K. Shepande, Zambian Minister of State for Education, underlined the total success of the conference, adding that "UNESCO must survive despite its current difficulties. We owe it our political and moral support. We must mobilize our material and moral resources for the cause of education".

Roby Kidd Trust to Adopt Village for Total Development

The second meeting of the Board of Trustees of the Roby Kidd Foundation was held at Seva Mandir, Udaipur on February 5, 1985. The Chairman Barrister M.G. Mane Presided. Among other members who attended was Dr. Mohan Sinha Mehta.

The Trust decided to adopt a village for total development. The village to be selected could be one which will be near to Delhi either in Uttar Pradesh or Rajasthan. An attempt would be made to channelise all the developmental projects in that village. The village when developed would be named after Dr. Roby Kidd.

The Trust also decided to establish a training institute to be named after Dr. Kidd for training field level workers in rural development. The training institute will be of residential type.

The Trust proposes to raise fund for the two projects from the Central Government, national and international agencies concerned with rural development, Philanthropic organisations and private sector industries concerned with rural reconstruction will also be approached.

IPPF Wins UN Population Award

The United Nations Population Award for 1985 has been awarded to the International Planned Parenthood Federation, the largest voluntary family planning organisation in the world. The Award is presented every year for "the most outstanding contribution to the awareness of population questions or to their solutions".

Instituted by the UN General Assembly in 1981, this is the third Award to be presented by the world organisation. The first Award was shared by India's late Prime Minister, Smt. Indira Gandhi and Dr. Qian Kinzhong of the People's Republic of China.

The IPPF, a federation of autonomous Family Planning Associations in 119 countries, was founded in Bombay in 1952. The Family Planning Association of India (FPAI) is one of the eight founder members. The current President of the IPPF, who is also the President of FPAI, is Smt. Avabai B. Wadia, a pioneer and well-known voluntary worker in the family planning field.

IPPF programmes recognise the close relationship between population and development, and interlink family planning education and services with a variety of developmental measures, including primary health care, literacy, women's development, youth programmes, rural betterment, etc.

The Award carries with it a diploma, a gold medal and U.S. \$25,000.

Roby Kidd Award Presented

Dr. Roby Kidd International Award was presented to Dr. Karl Gasper, on March 26, 1985 at Davao (Southern Philippines) by Dr. S.C. Dutta at a largely attended function.

Presenting the Award, Dr. Dutta said, "Roby, a citizen of the world, worked ceaselessly during his life time for the upliftment of the poor, disprivileged and deprived. He believed that organisation gives strength. Poor must be organised to reflect on their miseries, identify obstacles and impediments and take decisions to remove these impediments to a better and meaningful life".

Addressing Karl, Dr. Dutta said, "Your past record of service and sacrifice for the deeper objectives of the adult education movement, your commitment to the cause of the poor, and your dedication to fight against exploitation amply justifies our confidence that the legacy of Roby Kidd will be carried forward by you".

Accepting the Award, Dr. Karl Gasper, 38 year old Filipino Human Right activist, organiser of the poor through non-formal education, said, "Together we commit ourselves to our liberation", and urged "in solidarity with oppressed but struggling poor and powerless, let us forge a just and humane society".

Expressing his embarrassment at receiving the Roby Kidd International Award, Karl said, "perhaps there is value in celebrating our simple joys, for coming together so, that we can encourage and affirm each other's commitment as well as deepen our solidarity with one another and with our people. Perhaps, I am only a symbol of where we are as community and this award is not so much to recognize what I have done as educator, but to confirm the value and relevance of what we have been doing along with the marginalised sectors to transform our society".

Expressing thanks to all, Dr. Gasper said, "We thank, our people for what they continue to teach us, each other for what we learn from one another to evolve and develop appropriate education methodologies, rooted in the people's aspiration for liberation and nourished by their struggle for a just humanity and for empowering us to struggle towards self-determination".

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INDIAN ADULT EDUCATION ASSOCIATION

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all indivi-

duals and institutions who believe in the aims and objectives of the Association.

Its headquarters is located in Shafiq Memorial, at 17-B, Indraprastha Marg, New Delhi-110002

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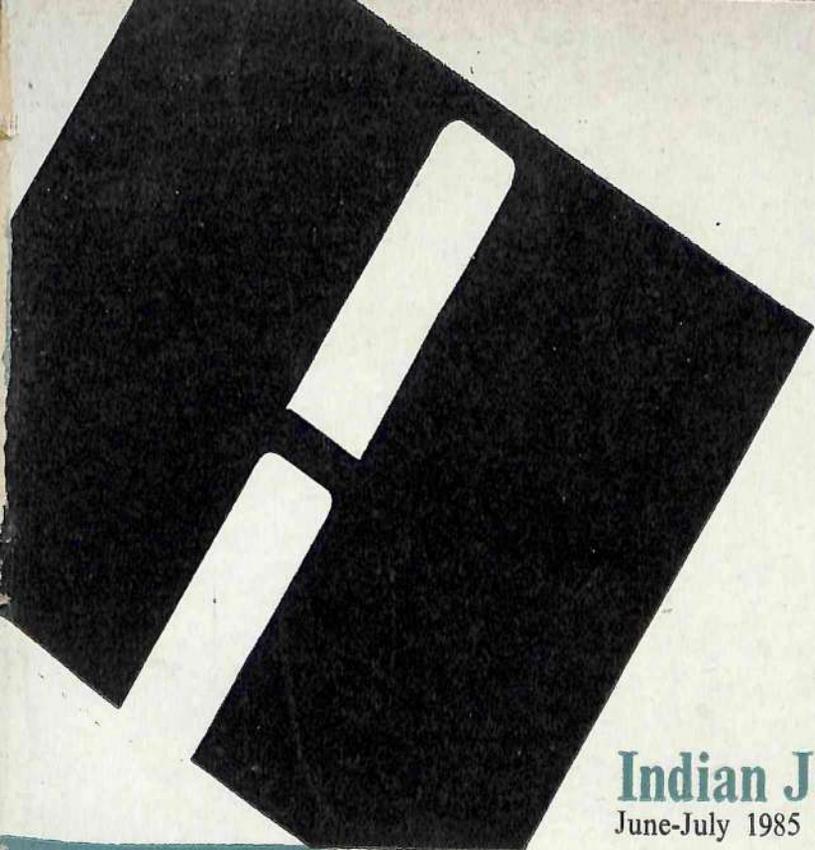
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ADULT
EDUCATION

Indian Journal of
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In This Issue

The Place of Mohan Sinha
Mehta in Adult Education
—*Malcolm S. Adiseshiah*

Mohan Sinha Mehta :
An Institution Builder
—*K. L. Bordia*



Indian Journal of Adult Education

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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

Contributions on a wide range of themes within this broad framework are welcome. The Journal is particularly interested in current experiments in the field.

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Dr. Mohan Sinha Mehta is Dead

It is with profound regret and sorrow that we record the death of Dr. Mohan Sinha Mehta, former President of the Indian Adult Education Association at Udaipur on June 25, 1985. He was 91.

An eminent educationist, a brilliant scholar, a great gentleman, a creative thinker, Dr. Mehta was one of the most outstanding adult educators of the country.

Born on April 20, 1895 at Bhilwara, Dr. Mehta received education in Ajmer, Agra, Allahabad, and London. In his early years, he taught Economics in Agra and Ajmer and later joined services in the State of Mewar in 1922. He was Diwan of Banswara State (1937-40) Finance and Education Minister under the Maharana of Udaipur (1947-48).

Dr. Mehta was a member of the Constituent Assembly of India, Ambassador to the Netherlands, High Commissioner to Pakistan, Ambassador to Switzerland, Austria and Vatican. He was a member of the Indian Delegation to United Nations in 1959.

He founded Vidya Bhawan in Udaipur in 1931. He was Vice-chancellor of Rajasthan University (1960-66) and President of Indian Adult Education Association (1958-74).

Dr. Mehta was awarded Padma Vibhushan in 1969. He was given Nehru Literacy Award in 1975. He has received awards for outstanding work in adult education from the Syracuse University of the United States and the Asian South Pacific Bureau of Adult Education.

The Association deeply mourns this irreparable loss and conveys its heartfelt sympathies to the bereaved family.

A Colossus Is No More

Dr Mohan Sinha Mehta breathed his last on June 25, 1985 after a life of more than 60 years of busy, contributive and, more than anything else, one of the most creative lives in our times.

A young scouter, a lecturer, a diplomat, a pioneer social worker, a founder of an educational and social institution, a Vice-Chancellor and a founder-president of an educational association in themselves without referring to their quality and substance, is a formidable combination of roles in the life of any man. But Dr Mehta being all these in a life time was not just a case of "just one success after another" or "success coming his way by luck or grace". His life was a collective, forceful and effective expression of man who was lit from within, lit by a grand passion—a fire—to dedicate his life creatively to society in which he lived—by changing the life of the common man. It is this element that makes him a colossus of the educational and social world.

Dr Mehta saw his critical mission in education. He did not philosophize about it for intellectual entertainment, but did something about it. (This is not to say he did not have a philosophy.)

He did something about it by putting together a band of workers, in every one of his endeavours, with a common vision, inspired by the ideal of service. It was not a run of the mill 'talent hunting'. To each one of them work was workshop.

One did not hear or talk about his being a spiritual man. And yet the inner core of Dr Mehta's being was essentially spiritual. This has no reference to ceremony, rituals, scriptures, belief or worship although they may or may not have been there and yet he was spiritual because he drew inspiration from the fact that he was a deeply concerned man. He saw a yawning hiatus in the reality of human condition and the vision of perfection that could be achieved. All this was not philosophical, it was practical, about men and women and especially the poor, the denied and the deprived. The struggle to bridge the two was to Dr Mehta really a spiritual one and that is from where he got his vitality, dedication, tenacity and the wisdom to carry on his work.

His passing away is a sadness beyond endurance for many who came close to him and who were inspired by him and were part of the work which he set out to do. He is no more, but not so what he did and lived for. They continue to be with

us. He believed in the oneness of education—of the unlettered common man of the village and the slum and the university don, the research for excellence in education was an unfrontiered one—Indians, Americans and Canadians were all involved in building a movement for adult education, the founding of the University of Rajasthan in those days was a practical essay in innovation and excellence, Vidya Bhawan and later Seva Mandir were pioneer institutions that combined educational innovation, social sensitivity and nationalism without narrowness moulded dynamically for developmental goals. Indian Adult Education Association showed him as organiser par excellence—an attempt to meet one of the intractable challenges of our times, namely illiteracy.

All good institutions have unfinished tasks, in other words they have a future. No great worker in a real sense completes his task. He leaves for others to carry on.

The unfinished tasks are really challenges made more challenging in the today's context, whether rural development, social work, university or adult education. Unto us has been passed on a torch by this great man. Let us keep it bright and burning, and much more than that, moving forward.

The Place of Mohan Sinha Mehta in Adult Education

Malcolm S. Adisesiah

For Dr Mehta, the key lack from which the vast majority of our people suffered, says the author, was the lack of education. Dr Mehta regarded adult education as the basic cure for all of India's ills and did pioneering work to make adult education a powerful and integral part of the university life and thought. Concerned as much with the social illiteracy of the literate educated adults as the illiterate adults Dr Mehta's message was that adult education is the concern of all people, all departments and all sectors of society.

ADULT Education in India is really a basic exercise—it is educating the illiterate adult, of whom we have over 300 million in the country. It was Dr Mehta who saw the clear nexus between the highest university education, being a pioneering Vice Chancellor of one of the great new universities of his times—the university of Rajasthan—and adult education. To him, there was no conflict between university education and adult education, because the university exists both to conserve, propagate and promote knowledge and to use that knowledge to serve society. Our society has many pressing lacks and needs—the lack of food, clothing, housing, and medical facilities for the vast majority of our people. To Dr Mehta, the key lack was the lack of education. If education was provided to the people facing all these lacks, then the educated adult will himself meet all these other wants. In this belief, Dr Mehta reminded me of Jawaharlal Nehru. On one of my annual visits to India from Unesco in the early fifties, when I came to India with about a million dollars (US) to provide technical assistance to the country, I saw Panditji and asked him what in his opinion was the area in India where Unesco could be of help. His reply still rings in my ears: 'We have

350 million men and women in this country: if you (Unesco) can help to galvanise these our people, then we will have 350 million heads and 700 million hands and feet with which to build our dams, our factories, our schools, our hospitals." Nehru did not put it in the words of Mohan Sinha Mehta, that it is adult education which is the basic cure for all of India's ills. And Dr Mehta saw this as a first imperative of the privileged educational sanctuaries of the country—the universities.

University Role

It is significant that not only did he establish one of the first Adult Education Departments in his university, the university of Rajasthan where he invited that intellectual of international reknown and doyen of adult education, Roby Kidd, to join him in planting the seed of adult education firmly in the university's soil, ethos and life, but also get all universities to involve themselves in fighting this national scandal of mass adult illiteracy, by organising the first Asian university adult education conference in the university of Madras as a result of which adult education became firmly planted in the Southern universities. In fact, the university of Madras was the first university (and to this date the only university) recognised by the University Grants Commission for offering Masters and M.Phil degrees, and Ph.D programme in Adult Education. Second, he helped found the Indian University Association for Continuing Education, (I.U.A.C.E) and himself attended every annual meeting of the Association at the time of the annual conference of the Association of Indian Universities. He arranged for the Secretariat of the Association to be provided jointly by Secretaries General of the Indian Adult Education Associa-

tion and the Association of Indian Universities, as one means of ensuring that the newly formed Association had one foot in the university world and the other in the Adult Education world; and it was actively engaged in the fight against illiteracy as well as in the broader areas of civic, social and continuing education of the adult. Dr Mehta was as much concerned with the social illiteracy of the literate educated adult as he was with the illiteracy of the adult whom education had passed by. He therefore encouraged IUACE (earlier known as University Adult Education Association), to organise programmes of education for parliamentary democracy, education for population control, education for peace and disarmament, etc. It was left to the present chair person of the University Grants Commission to pick up this instrumentality created by Mohan Sinha Mehta, and make adult education a powerful and integral part of the university life and thought.

Development Relations

Whether it is adult literacy, or the other facets of adult education like workers' education, education of parliamentarians, or para professionals, adult education is not the responsibility of the adult educator alone. Dr Mehta realised this, and as Chairman of the working group on adult education of the Planning Commission of the Fifth Five Year Plan, introduced the innovative suggestion, which was accepted by the Planning Commission, that all major development projects—in agriculture, industry, power, health, transport and communication—set aside two per cent of the project fund for education of the workers and the staff of the project. In this, he seemed to be following the wise suggestion of the Russian economist, Strumlin, who

in the early days of the Russian revolution wrote to Lenin that unless some 5 per cent of the sums being used for building the great hydro electric dams were set aside for educating the workers in literacy and on what they were doing, the dams in the time will grind to a halt. This message of Mohan Sinha Mehta that adult education is the concern of all peoples of all departments, of all sectors of society has not yet been accepted in full, and may in part explain the halting progress that we have made in both adult education and national development. To Mehta, Adult Education was the torch that he held aloft during the 12 years of his Presidentship of the Indian Adult Education Association, on which he left his indelible mark. He sat patiently through those years, urging the small band of devoted but politically or socially not very outstanding workers to keep the flame of adult education alive in rather depressing national circumstances. Many of us, Narain Dutt Tiwari, N.G. Ranga, Satyen Maitra, Anil Bordia, M.V. Mathur, Surendravadivelu and myself (whom he recruited promptly for the cause when I returned home from Unesco), owe an unrequitable debt to Mohan Sinha Mehta for having steeped us in Adult Education through the Indian Adult Education Association.

Men and Institution

The success of Adult Education depends on the men who are committed to it and who work for and on it. Mohan Sinha Mehta had that indefinable quality of being able to attract some of the most devoted, most qualified, most skilled and most committed men and women to the task of adult education to which he devoted his entire life, first in Rajasthan, next in India and further the whole world. The Bordias, the father and the son, Kishore Sant, Om and Ginnie Srivastava, L.M. Singhvi are some of the innumerable persons whom he attracted and trained and whose influence is being felt today in even widening circles. As an international adult educator, he had colleagues and followers in England, Canada, Germany, United States, Japan, Indonesia and other countries. At the same time he was aware that there is need for a well planned focus, a comprehensive infrastructure for office work, seminar rooms, library space and training grounds. It is this robust faith that has helped him to leave behind Seva Mandir as a national and international meeting ground for all who want to drink from that ever living font of adult education that Mohan Sinha Mehta represented and created. ●●●

Dr. Mohan Sinha Mehta : An Institution Builder

K. L. Bordia

DR. Mohan Sinha Mehta, an eminent educationist, administrator and diplomat was a great institution builder.

After completing his education from Allahabad University he worked as lecturer for a couple of years. Then, drawn towards the Scout Movement, he joined the Seva Samiti Association started by Malaviyaji and Pt. Hirday Nath Kunzru. But after another two years the pressure of his family made him join the Udaipur State service.

He nevertheless retained his love for Scouting and started a scout troop at Udaipur in 1922. He established close personal relations with his scouts and succeeded in developing in them truthfulness, spirit of service, love of adventure, sense of responsibility and qualities of leadership.

When his wife died in 1925 he went to England for doctoral research and legal studies at the Middle Temple. On return in 1928 he started a Rover Crew, consisting mostly of his old scouts. This enabled him to carry forward his aim of character-building through scouting. Many of his rovers have attained eminence in various fields of life. One could clearly discern the stamp of his influence on their personality, in their integrity, sense of responsibility and spirit of dedication.

Having envisioned in 1926 a "Progressive school which would follow Baden Powell's methods for developing children's character, self-reliance, knowledge, initiative, physical fitness and social outlook", Dr. Mehta's life became an untiring effort in setting up institutions of innovative education and development, inspired by concern for the common man. The extent to which he was committed to the cause is evident from the fact that he began work on Seva Mandir—an institute presently serving 371 villages with 104 full-time workers—at the age of 72 and was till the day before his death preparing blueprint for the expansion of a training centre near Udaipur.

Thus Dr. Mehta set a unique example of scouting, with its programmes of camping, mountaineering, and community service joined to close personal relations.

Dr. Mehta's outstanding success in scouting led him to institutional education. In his own words "once while I was travelling in Europe in 1926 I thought of starting a progressive school which would follow Baden Powell's methods for developing children's character, self-reliance, knowledge, initiative, physical fitness and social outlook."

In connection with finding suitable teachers he writes, "In my own mind I was quietly using the Scout Movement itself to supply such men, mainly from my Scout Troop which later developed into the First Udaipur Rover Crew". As it happened quite a few of the workers for the new school, Vidya Bhawan, started in 1931, came from the Rover Crew, including the first and second headmasters, who were in charge of the School for the first 25 years.

Vidya Bhawan is a day-boarding school where the day scholars also stay from morning till evening. Individual attention, all-round education including regular games and sports, art, music, dance, craft and manual work, frequent camps and hikes in the Aravalli hills are the special features of the school.

An interesting innovation of the school is the Open Air Session, a regular camp session for a week to 12 days, at which educational activities in literature, history geography, economics, social studies, science, art or music are arranged around the environment. In alternate years when the Open Air Session is not held, the entire school is engaged in another project on a cultural theme known as the Anniversary Project which culminates in a cultural pro-

gramme at the Anniversary Function.

Relations between teachers and students are informal and personal and the Group System, analogous to the House System in Public Schools provides ample opportunities for social life and co-curricular activities. Since 1954 Vidya Bhawan has been granted the status of an autonomous school.

In 1941, Vidya Bhawan Society extended its services to rural areas by opening a basic school, probably the first in Rajasthan, to implement Gandhiji's concept of education which was particularly appropriate to rural needs.

When Vidya Bhawan School completed eleven years as a pioneer in innovative education, a Teachers College was opened in 1942. It is a leading training college in Rajasthan running B. Ed. and M. Ed. courses and guiding doctoral research. It also runs an Extension Service for the teachers of the region.

Dr. Mehta considered training in crafts as an essential part of good education. Therefore, a Craft Teachers Training Institute was started in 1944 at the request of the then Mewar Government. A great majority of craft teachers in Rajasthan have been trained at this institution, now known as Kala Sanshan. It provides training in a variety of crafts such as carpentry, leather work spinning & weaving, papier mache, tailoring and wood-turning.

The last to come was the Vidya Bhawan Rural Institute. When the Government of India adopted the scheme for Rural Higher Education they decided to implement it first in ten progressive centres of education in the country, including Vidya Bhawan. With Dr Mehta's eagerness for preparing youth for rural service the offer was

accepted.

It started with a degree level course in rurally oriented Social Sciences and a three-year Diploma Course in Rural Civil Engineering. Later a one-year Course in Rural Health and Sanitation was also started but unfortunately had to be closed down as the Rajasthan Government stopped its grant "due to shortage of fund".

Now the Institute is a Post Graduate College affiliated to the University of Rajasthan, but it still retains its rural orientation.

Recently a Krishi Vigyan Kendra, to reach improved technology in agriculture and animal husbandry to the villages has been established.

All these educational ventures have been inspired with a deep concern for the common man and the desire to serve him which was the motive force underlying all the plans and activities of Dr. Mehta's life.

During 1949-58 Dr. Mehta worked on diplomatic assignments abroad. On his return he was appointed as the Vice Chancellor of Rajasthan University in 1966. During this period he transformed it from a small provincial university to an all India stature. He appointed as professors eminent scholars. A number of magnificent buildings were also constructed for the teaching departments, library, hostels and staff quarters.

An important innovation which he introduced at Rajasthan University was a strong programme of Extension and Adult Education. Some eminent scholars like Roby Kidd from Canada were invited to plan the programme and guide its implementation at the initial stage. He also started a movement for University Adult Education all over the Coun-

try, organising conferences, seminars and group meetings of Vice Chancellors. His labours have borne fruit, though not commensurate with his efforts.

He was also the President of the Indian Adult Education Association from 1959 to 1974.

When Dr. Mehta retired from the Rajasthan University, he was seventy two. But he was the last man to rest on his laurels. Perhaps the best was yet to come. He started working for the realisation of his long-cherished dream of establishing Seva Mandir, an institution to serve the common man, particularly the underprivileged in rural areas.

A small building had already been constructed with his own donation of Rs. 50,000/- in 1952 and the establishment of a Trust. Later he augmented the amount by further donations which now total more than a lakh and a half.

The new institution began working with a small number of voluntary workers who formed a discussion group to clarify their views on the current problems, 30 years after Independence. The first major activity to be undertaken was Adult Education in a few villages. Later the World Literacy of Canada gave a sizeable grant for adult literacy and about a hundred centres were started. But it was realised by the workers that village community did not welcome literacy as such and there was a need to link it with their economic life, particularly agriculture & animal husbandry. The scope of Seva Mandir's work had to be widened to include guidance in improved methods of agriculture. A Mobile Library service was run mainly for new literates in the period 1973-77. Assistance was also provided in the construction of inter-village roads, anicuts to

store rain water, and construction and deepening of wells.

At this stage it was realised that literacy teaching and assistance in material development was a superficial effort. What was needed was community building. Education should lead to community organisation which would prepare the community to draw up and implement their own development plans, with gradually lessening guidance from Seva Mandir workers. Groups of 20 to 25 village youth known as peer groups were formed in 25 villages in Kherwara Tehsil, about 80 kms. from Udaipur. Later it was extended to 50 villages. During this period a new project for Women's Development was also started in three development blocks.

Since 1981 the emphasis has shifted from individual programmes to Integrated Rural Development, embracing Adult Education, Agriculture, Afforestation, Water Conservation, Health Education and other programmes. Simultaneously, the process of education and organisation of the people has been intensified.

As numerous training programmes have to be arranged from time to time

a Training Centre has been constructed at Kaya, about 20 kms. from Udaipur at the approximate cost of Rs. 12 lakh.

At present the total number of villages served by Seva Mandir is 371 and the annual expenditure ranges between 40 to 45 lakhs. The number of full time workers is 104.

Though the services of Seva Mandir are mainly centred in villages some activities have also been arranged at Udaipur, such as the Thousand Household Industries Project, Women's Development Programmes, creches and nurseries for Harijan children, a stenographers' course, and a discussion group.

Dr. Mehta, though in his late eighties used to take keen personal interest in the preparation and implementation of various projects. He often visited the area of service at considerable risk to his health and provided guidance to the field workers. Most of the projects were mainly results of his thinking, planning and guidance. On the evening preceding the day of his death he wrote down points regarding the development of Kaya Centre into an All India Village Workers Training Centre. ●●●

The Editor's Last Meeting with Dr Mohan Sinha Mehta

It may be worth while on this occasion to recall my last meeting with Dr Mehta in Jaipur at a conference a few months ago. While meeting him I was preparing myself for a pleasant exchange of greetings with him in reverential attitude, given his venerable age and under the impression I would be taxing his energy, and disappear into the crowd at the luncheon party ! But that was not to be. He quickly drew me into a serious conversation. He was as alert as ever, asking me questions about the Journal and the Association. After a little while, I remembered I was to write to him to write an article for the Journal. The title I had in mind was 'Lessons from the Past', against the background of his work with the Association. Then I made the request. He shot back at me and said, 'Why look at the past ? Never stop looking at the future' ! I tried to explain to him the issue of the Journal would be a unified exercise about the past, the present and the future. This seemed to mollify him a little. Then he asked me how the Association was. I answered politely and in measured words that there is much more to be done to strengthen the Association. I said there is probably an identity of crisis in the Association. I added, we are trying to be a movement but actually busy running an organization and not fully succeeding in either and I opined these two are not necessarily antithetical and so on. Then he looked straight at me and said, "Has the Association lost the power to renew itself ?" It is a question that came from his heart. It is the most critical question he could have asked. It could not be otherwise from a master builder of men and institutions. I tried to say something, but wanting really for him to say something more, when someone joined us. The question remained unanswered. The question has gotten embedded in me and I have been reflecting about it.

When an organization loses its power to renew itself, it is signing its own death warrant. Such a question coming as it did from none other than Dr Mehta, the father of the Association, should make us ponder. It is a solemn pledge each one of us should make to make the Association renew itself which is impossible without renewing ourselves. The tallest one in adult education could be watching us from Beyond with a smile—with his arm raised in blessings. Can we let him down ?

J.C. Kavoori

Convocation for Neo Literates : A Novel Experiment

K. S. Pillai

APRIL 13 and 14 of 1985, have become memorable days for about a thousand neoliterates, because on these days they were recognised and honoured by the Centre for Adult Education and Extension (CAEE) of the University of Kerala. These neoliterates belonged to Karakulam and Anad Panchayats, both in Nedumangad Block area. It was on January 13&14 of 1984 that a *padayatra* (march) was organised in these two Panchayats to mark the starting of Adult Education Centre in these areas directly by the CAEE. The villagers had never before witnessed such a *padayatra* which started off from the Karakulam Panchayat office, inaugurated by Dr. N. A. Karim, Pro-Vice Chancellor and blessed by the Panchayat Presidents. Under the leadership of Dr. Sivadasan Pillai (Co-ordinator and Head, CAEE), N.D. Joshi (Project Officer) and active members of the Literacy Forum, extension wing of CAEE, the *jatha* (group), trekked nearly 15 kilometres each day along with Panchayat members and instructors selected for conducting adult education classes. Enthusiastic learners of both the sexes in the age group 15 to 35 eagerly listened to the objectives, functioning, etc. of the proposed centres.

The decision to organise a convocation to honour neo-literates by a university which does not hold a convocation even for awarding Ph. D. degrees to its students is indeed a striking one, the novelty of which only reflects the university's innovative approach and deep involvement with the cause of literacy. The Coordinator and Head, Centre for Adult Education and Extension, University of Kerala, narrates this unique experience with the hope that other universities would follow suit.

Out of the 600 Adult Education Centres sanctioned to the CAEE of Kerala University, 60 were to be organised directly. The CAEE chose these two Panchayats based on their higher illiteracy rates and the cooperation extended by the people's representatives. The CAEE announced its decision to work in these Panchayats upto 1990 so that illiteracy at least in the age group 15 to 35 is eradicated. All the 60 Adult Education centres started work in January 1984 itself and completed their 10 months' duration by the end of October 1984. During May 1984 a jeep *jatha* visited the centres in both the Panchayats to review the learners' progress and to evaluate the working of the centres, people's participation, local support, etc. In almost all centres, the people requested not to stop the centres even after their specified duration so that they would be able to continue to assemble and learn further. The interest evinced was such that the International Literacy Day Celebrations of September 1984 were held at Nedumangad. It was mainly a function of the learners who took out a literacy procession and presented a variety of cultural programmes ranging from dance and music to folk art forms, *villu pattu*, *thiruvathira*, *kampadikali*, etc.

External Evaluation of Learners

During November 1984 final external evaluation was arranged in all the centres. Literacy, Numeracy, General Knowledge, Attitudinal and behavioural changes, etc., were evaluated through written and oral tests. A team of evaluators visited the centres and conducted the test taking 1½ to 2 hours in each centre. The answer papers were valued and marks tabulated. Some of the learners kept aloof from the test

giving weak memory, illegible hand, old age, etc. as the reasons. Such people numbered about 15% to 20%. Those who took the test were classified into A, B, and C grades depending on their scores, with more than 75%, 51 to 75%, and less than 50% being equivalent to A, B, and C respectively. It was decided to declare all those who secured 50% or above as neoliterates.

Certificates and Books Presented

As desired by the UGC and as resolved by the University level advisory committee on adult and continuing education, certificates were printed in sufficient numbers not only for CAEE-run centres but also for all those adult learners securing 'A' or 'B' grades. A set of neoliterate books was also presented to each certified neoliterate. The sets were so formed that in a centre, there could be a collection of at least 50 such books which they may share among themselves and which could form the nucleus of a neoliterate library or a neoliterate corner in an established library, if there was one such.

On 13th April 1985, the certificate presentation ceremony started at 9 a.m. from the Sree Ramakrishna Cultural Centre, Nettayam and ended with a public meeting at Mukkola Harijan Colony, around 8 p.m., thus covering all the Adult Education Centres in Karakulam Panchayat in convenient clusters. On the 14th, though it was an auspicious day (Vishu), the team started its work from Sasthampara colony around 8 a.m. and had the final session at Pamkode Junction. Shri Somasekharan Nair, a Member of Legislative Assembly, and Shri Kamaluddin Sahib, Deputy Development Commissioner gave away the certificates and neoliterate-book kits at

various meetings. Local folk art forms were presented in many places. The concluding sessions on both days were followed by film shows by the Health Services Department. The touring team consisted of CAEE officials, representatives of the Literacy Forum and ex-people's representatives.

A Special Honour

The University of Kerala had abolished convocations nearly a decade back. Even the Doctorate degrees are not presented in convocations. But the neoliterates, to whom the University reached out through its CAEE, were honoured in their own localities. Thus the University presented another example worth following by other Universities and agencies engaged in adult education work. The expression on the neoliterates' faces on receiving their certificates and gifts was in itself a rewarding experience for all those who worked hard behind the scene to make the programme a success. It was quite consoling to note that some were eager to skip through the pages of the books presented to them.

Even breast-feeding mothers didn't fail to come and receive certificates in person. While some men brought their wives and children to witness the occasion, hardly any women brought their husbands. Those who didn't care to appear for the test confessed in public that they will definitely do so along with the new batch. Those who could not come up to the level expected by the CAEE also pledged to take the test again and qualify it. Efforts are also in progress to provide vocational training to the neoliterates and the current batch of learners so that they can improve their earnings and thus their living conditions.

Peculiar Features

Most of the get-togethers were arranged in Harijan colonies, street corners, Mahila Samajams, etc. The wayside meetings aroused a lot of interest in the public at large. One of the meetings had to be arranged under the shade of a tree as the learners couldn't reach the appointed venue on time. But this turned out to be an attractive feature for the local people who had hitherto attended only political meetings. Such local convocations, if organised by all the colleges can go a long way in reaching out to the masses and in creating awareness among the illiterate and the elite alike. Opportunities should be offered to learners to present their cultural programmes and to show their talents so that they develop confidence and realise the need for continuing education. CAEE of the University of Kerala has made 10,202 illiterate adults, literate during 1984. Currently there are about 25,000 illiterate adults on rolls in the 780 adult education centres sponsored by the CAEE.

Learners' Benefits

Asked about the advantages of learning, most of them said that exploiters were now hesitant in approaching them and they were now aware of their rights and duties and the direct and indirect exploitations to which they were subjected hitherto by certain sections of the society. Improvement in health habits, personal hygiene, environmental sanitation were mentioned as benefits by a number of learners. The ability to keep accounts, and saving for the future were noteworthy impacts of the programme. Increased awareness with regard to the need for educating their children at all costs was a major outcome of the programme. Those who

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Jurisprudential Method for Developing Social Awareness among Adults

C.L. Kundu, R.P. Vadhera and
S.P. Malhotra

Of the three components of our Adult Education Programme—literacy, functionality and awareness—success with regard to the last, that is, awareness, has been the most elusive. The authors discuss a method suitable precisely for this component.

THE Government of India has given great importance to adult education in the Sixth and Seventh five year plans and a greater part of the education budget has been earmarked for adult education programmes. A number of adult education programmes are currently being run to achieve the target of literacy. The main purpose of these programmes is to make the adults literate and socially aware. These adults are those who have not received any formal education or left their education in between due to one reason or the other. These programmes include knowledge of alphabets, numeracy skills and awareness. Social awareness here means knowledge and understanding of social rituals, importance of social gatherings, social customs and good and bad points of their customs, etc. It is more closely associated with values, and is based on the thinking that social awareness can be created among the adults by making them conscious about values which may be political, social, moral, economic, religious, etc. The major objective of adult education is to produce good citizens who have democratic and nationalistic outlook. This objective can be achieved only through social awareness

for which numeracy and literacy are the basic ingredients.

There is great controversy over the methods for providing knowledge about social processes, the reason being that social awareness is an undefined structure. Moreover, social awareness is concerned with socio-emotional psyche of the individual. Still another reason is that at the adulthood stage it is quite difficult to teach social awareness as it is taught at school level. The psychology and mental make-up of an adult is much different from that of a child. Adults have their own experiences and have developed their own attitudes towards various aspects of life. The traditional methods cannot be of much help in bringing about desirable changes in their rigid attitudes. For matured and experienced learners we need to have some special method of imparting social awareness which would develop rational and scientific outlook among them and at the same time not antagonise them.

The major limitation of prevalent methods of teaching social awareness is that all these appeal to emotions and not to reason. The rational outlook is essential as it makes the man open-minded, relative and provisional in nature, dispassionate and cool, and tolerant in opinion. The point is that rationality not only makes us socially conscious but also regulates our consciousness or awareness. The aim of such a method should be to teach procedures and not solutions, and it should be so employed that the mental process is taken in the direction of mathematical logic. Oliver and Shaver (1960) have given such a method where social problem or issue is legally analysed. This method is called Jurisprudential Method.

Meaning of Jurisprudential Method

The dictionary meaning of jurisprudence is science or philosophy of law or the knowledge and skill to deal with issues in a legal fashion. Donal Oliver and Shaver (1966) who created Jurisprudence Inquiry Model specifically meant Jury process of resolving complex controversial issues within the context of productive social order. In other words, it means a process of inquiry as is held by Supreme Court Judges. The judge first of all listens to the evidence that is presented, then analyses the legal position taken by both the sides, weighs these positions and the evidences, assesses the meaning and provision of law and finally makes the best possible decision. When a similar role is played by an adult educator while teaching adult learners how to analyse any social problem, it is termed jurisprudential way of teaching. This involves developing social awareness and rational thinking among learners while resolving conflicts based on social issues. In this method there is a dialogue between the teacher and the learner in which the latter takes a position and the former challenges that position by posing questions. The dialogue continues till the learner's thinking is pushed about the stand taken by him. The opinion thus formed is based on the best possible compromise between the conflicting social issues. This is a jurisprudential way to reaching a conclusion, and hence the name 'Jurisprudential way of teaching.'

Objectives of the Method

—To develop skill of dialogue among adults for clarification with regard to social problems and issues.

—To help adults understand the

complexity of the problem, and to enable them to make their position reflect that complexity.

—To make adult learners look at discussion as a process for mutual inquiry and clarification rather than combat.

—To develop such attitude among adult learners as would help them recognise that each person is entitled to his or her opinion.

Assumptions

—Adult learners differ in their views with respect to various social problems.

—Controversial issues are not simple to resolve and there is no one right solution.

—Controversial issues can be solved by negotiation. The process involved in such negotiations is rational consent.

—A good citizen is also a competent jurist or judge. He can intelligently analyse and take a stand on social issue.

Characteristic Features of the Method

Jurisprudential way of teaching has the following main characteristic features:

Socratic Dialogue

This way of teaching is inspired by Socratic dialogue. The teacher persuades the adult learners to a position. Then the teacher challenges the position so taken with questions. The purpose is to push the adult learner's thinking about the stand taken by him.

Conflicting Social Issues Taken up

Only conflicting social issues are taken up. The stand on these social issues is taken through the process of dialogue with commitment to reason, reflection and the right of all parties to

express themselves before being bound by a decision.

Use of Analogies

The teacher uses analogies as means of illustrating or interpreting adult learners' general statement. These help in testing the logic as well as the limitations of their statements.

Legal Reasoning Process

The teaching process involves free and open discussion on controversial issues. The discussion is based on legal reasons.

Teacher Dominance

The teacher dominates the whole show. He helps the adult learners to take a stand. He provokes them to get deeper insight into the problems. He guides them to defend their stand. He helps them to find an amicable solution to the problem.

Mentally Alert Learners

The learners remain mentally alert throughout the discussion. The teacher poses a new problem each time adult learners find answer to the previous one. Thus learners do not remain silent listeners, rather come out with convincing arguments.

Organisation of the Method

The organisation of this methods involves six phases :

(i) Organisation to the case

The teacher takes up a social, political or economic problem of the society. He may present this problem before adult learners in the form of a story. He then outlines the events in the case and analyses—who did what, when, where and why ?

Identification of the Issue

Once a general understanding about

the case is developed, the teacher helps the adult learners to synthesise it with public policy issue, leading to the exploration of a number of reasonable public policy issues. One of these issues is then selected. (This choice may be of the whole group or the teacher alone.) After this teacher asks the adult learners to think about the issue. Finally, the teacher helps the adult learners to identify the facts to be established and definitional questions to be answered during the process of developing a strong stand on public policy issue.

Taking a Position

In the third phase, the adult learners are asked to choose a solution to some controversial issue. This has to be done while keeping in mind that social issues in conflict are identified and balanced as evenly as possible. Here the adult learners are cautioned that they should be able to defend their choice of position, and should be able to explain to the other members of the group as to how their position reflects a sensible balance between conflicting social issues. The adult learners later on write down the position taken by them as well as the reason for taking up that particular position.

Exploring Stances and Patterns of Argumentation

In this phase, the real Socratic role of the teacher begins. He takes up one of the positions and writes the same on the black board in suitably worded statement. After this he asks the adult learners to defend the position taken by them. The teacher proves the stand by using different analogies. These analogies are not to force teacher's opinion on the group but to provide enough challenge to stimulate analytical thinking.

During the process of argumentation the teacher may use any of the pattern.

Revising and Qualifying the Position

It is likely that while exploring the position, taken up by them the learners may feel like changing their position. Hence after having explored the learner's initial position the teacher provides them with an opportunity to change or qualify the position taken by them earlier. The teacher then seeks the learners' suggestions about changing the wording of the position. Also a list of conditions is prepared under which the revised position is supposed to be appropriate.

Testing the Revised Position

The final phase comprises a quick testing of the assumptions, consequences and relevance of the final position. The teacher asks any one of the adult learners to list assumptions on which the final position is based. The adult learners are also asked to give immediate and long-term consequences of the resolved issue. Finally, the teacher discusses the relevance of the revised issue to the lives of the adult learners, parents, teachers and the society.

Scope of the Method

The main objective of the method is to make learners conscious of the social, political, economic and religious problems of the society of which they are part. Subjects which involve controversial issues or are complex can be best taught by this method. For example, while teaching population education, the areas which we can cover are—population awareness, life, long education, responsible parenthood, health and hygiene, etc. These can be taught better by this method than lecture method, the reason being that

grown ups can easily differentiate between different value patterns involved in the population system of the country, thus making the discussion lively.

A word of caution for teacher. He should start with relatively simple issues which require little previous knowledge and background. Once adult learners become fluent in the use of the jurisprudential inquiry, it can be easily applied to conflicts that occur in and around their own lives. This will make the individual aware of the population problems, health problems, sanitation problems, balanced diet problems, etc. Similarly, the other controversial issues like sex education, language problem, caste system, communal riots, dowry system, early marriage, family planning, etc., can be better taught by this method.

Advantages

—There is active participation on the part of the adult learners.

—Adults learn various values, above all, they find a compromise between conflicting social, political, economic, religious and cultural issues.

—They develop awareness about the problems of the community around them.

—They develop basic features of a good citizen, who appreciates different viewpoints, priorities in values and resolves complex controversial issues within the context of productive social order.

—The discussion which follows during this process is well organised as teacher is the person who directs the whole process. No chaos or undesired noise prevails in the classroom.

—Students are exposed to a variety of viewpoints especially during the argumentation phase.

—It is a good exercise for the teacher

also and he can learn much in the process as he is supposed to give analogy for a particular answer of the adult learners.

Limitations

—This method is more useful for those adults who have a knowledge of public issues. For younger children or primary students the method will have to be modified considerably.

—If the adults are not very vocal or forthcoming the method may not pay much dividends. Also, it would not be much effective and difficult to apply if the group is very large.

—This method requires the skill of reasoning and confidence to take a stand, which is not only, difficult to find but also cannot be easily acquired. Hence in the initial stage a lot of patience and hard work is required on the part of the teacher.

—Pure sciences cannot be taught by this method,

—Even though this method cannot be used for teaching of the first two components of adult education, i.e., Literary and Numeracy our adult educators should introduce this method, as it can develop not only social awareness but also rational thinking among adult learners.

—The method does not involve any expenditure or organisational and administrative effort.

—Also it does not require much planning and initiative on the part of the teacher as social, moral and ethnic issues, related to their locality are commonly discussed by adults whenever they come together like in panchayat, *chopal* etc.

—Finally it may be said that this method makes use of analytical as well as synthesizing approach. ●●●

Integrating Literacy with Development : Policy Perspectives

S. N. S. Saraf

The implications of linking literacy programme with development are obvious for the success of the former—the problem of motivation would be solved to a large extent. But even literacy and adult education, says the author, can promote the activities of developmental agencies. For, as experience has shown an extension worker finds it highly useful and easy to convey his message to a well-organised literacy group, and also literacy helps in making people attitudinally receptive to innovation and change. The article gives some practical suggestions for bringing about this linkage between literacy and development.

OF all the programmes within the field of education, one single programme which needs effective inter-linkages with development is that of adult literacy. Several studies have shown that development has taken place in areas which are not educationally depressed (educationally depressed areas are those where elementary education and adult literacy have lagged behind). The educationally backward States in India particularly with low literacy rates have per capita domestic product below the national average. By and large, the bulk of the population in those very States is also below the poverty line. This relationship between illiteracy and poverty is clearly brought out in the following statement of Dr. M.S. Adiseshiah :

"It is not an accident that the 800 million illiterates in our World coincide almost identically, and tragically with the 800 million of what the World Bank calls the World's destitutes. Equally it is no accident that those 800 million live in the Southern hemisphere".¹

India's share of the persons below poverty line is over 300 million and of the illiterate population is over 420 million.

Literacy can contribute to develop-

ment strategy in four significant ways :

- Making a substantial part of the work force literate;
- Making people better skilled;
- Involving them in various developmental programmes which would make optimum realisation of the potential of our vast human resource possible with minimum wastage;
- Creating a sense of social awareness among the participants about socio-economic milieu which constraints their development.

Adult literacy is to be envisaged as an indispensable input in all sectors of development, particularly where participation of the beneficiaries is crucial to the fulfilment of developmental objectives. If illiteracy is a serious impediment to individual growth and the country's socio-economic progress, stress will have to be on functional upgradation and not on mere literacy—correlating literacy with living and working conditions of the people. The whole programme is to be conceived as an indispensable aspect of the accepted goals of socio-economic development, namely, removal of poverty and reduction of socio-economic inequalities, and improvement in the quality of life through an integrated programme of rural development.

A literacy programme needs to take into account the environmental factors as well as the needs and aspirations of learners of each homogenous group. For this it will have to be closely linked with various developmental programmes and activities of the region or area. For example :

- Integrated Rural Development Programme, Small Farmers Development Agency, Drought Prone Area Programme, Integrated Tribal Development Pro-

gramme;

- Agriculture and allied activities, including animal husbandry, fisheries, forestry, processing of agricultural produce;

- Agricultural extension activities of agricultural universities, agricultural science courses;

- Cooperative, credit and consumer societies;

- Programme of development of *Khadi* and village industries, handloom and rural industrialization projects;

- Workers' education and workers' welfare programmes;

- Social welfare projects for women and children and nutrition programme,

- Rural health and sanitation;

- Health education and mass education programmes of family planning and welfare; and

- Mass media and other publicity agencies.

A Publication of the Directorate of Adult Education, Government of India, gives adult education components in the schemes and programmes of different Ministries and Departments being implemented by them directly or through State Governments/other agencies. A further attempt has been made to identify those programmes in which adult education components can be introduced. The focus has been mainly on the activities having educational elements directly addressed to the target population as a whole and have a bearing on their socio-economic and cultural development. About 65 major programmes and schemes have been identified under various Ministries and Departments indicating.

- The background of the programme;

- The beneficiaries of the programme.
- The objectives of the programme;
- The organisational set-up of the programmes;
- Coverage, phasing and finance;
- The educational component; and
- The non-formal education component.

It is interesting to note the wide range and variety of programmes through which literacy and adult education can be provided.

A further analysis of the developmental infrastructure at the target area level is likely to yield information about the developmental programmes which have potential to be used for adult literacy activities. It is also possible that the State Governments and other agencies—both funding and implementing—have similar programmes. Each and every district in India is almost saturated with such programmes and projects which have the necessary structures, materials and resources of technical experts. The formal educationists have to be stirred out of their slumber to see the vast potential of this unexplored field of education, which is sometimes unutilised or under-utilised, but is relevant, down-to-earth, and can be economical and easy to conduct. What seems necessary for the planners and managers of literacy and adult education programmes at the district level is to

- Identify such programmes and projects;
- Prepare a list of these projects in the different blocks with an inventory of infrastructure—human and material; and
- Devise effective methods of linkages so that the programmes and their

resources are utilised optimally for literacy work.

An important innovative exercise would be to initiate a fruitful dialogue with the developmental agencies as to how their structures could be stimulated for taking over a major share of non-formal education of the target groups with which they are directly concerned and convince these development agencies that literacy and adult education can directly promote their activities. Experience indicates that an Extension Agent/Worker finds it highly useful to convey his message to a well-organised literacy group than moving individually from family to family or from farm to farm. Also, a well executed adult education programme in a village is very likely to generate various offshoots whereby people become attitudinally receptive to innovations and change. Such instances can be multiplied. The active collaboration of the literacy planner and administrator, at the district and block levels, with these agencies will develop the idea of an integrated development of the area and promote commitment of an administrative and professional nature which is often more abiding and beneficial than political commitment which may not be forthcoming all the time.

The linkage between development agencies and adult literacy programme has been nebulous. A Rajasthan study³ found "that in some centres, particularly those where the instructors were more active and interested, the learners asked for some developmental benefits which they believed would help them in their occupation or day-to-day life. They made demands on the instructors or the agency organisers to help them". The study further mentions "many times the

instructors and voluntary agencies are not well equipped to perform this 'go-between' function. Besides, even when they try they often do not get good response from the development departments." Many other appraisal studies have brought out this point in clear terms.

Closely connected with the issue raised above is how to effect changes in the traditional programmes of various developmental agencies and non-governmental organisations which are providing a kind of non-formal education. Several studies in India and elsewhere have indicated that these developmental sectors provide large sums for various kinds of formal, non-formal and informal education and training programmes. At this moment, in many areas these are practically the sole channels of education for the masses—but are languishing for want of academic and professional support. One would like to agree with late J.P. Naik in regard to the solution which he so aptly offered :

"Hereto our efforts will have to be developed on three main fronts. The first is to give them an adequate status and official support so that they gain in prestige and come to be regarded as at least equal to the modern forms of non-formal education. The second is to give them full academic support: this will be possible only if academics begin to study them and take interest in them in large numbers. The third is to develop them as powerful instruments of modernization and development: this will be possible if their content is radically transformed by including modern science and an appropriate social philosophy of development. If these efforts are made, we shall be taking steps to modernize

the entire society instead of concentrating our efforts, as we have done so far, on modernizing the elites only".⁴

What is important for consideration is to devise various modalities to bring such institutions within respectful distance of the educational world without forcing them to give up their time-honoured programmes.

The linkages between development programmes and adult literacy have to be spelt out in detail for each project area. Adult literacy programmes, when organized by agencies responsible for integrated rural development or area planning, can be assisted by the Education and other Departments dealing with literacy, in the preparation teaching and learning materials, training of various levels of personnel, evaluation, supervision, etc. The variety of roles which various development agencies could play in the promotion of adult education programmes are :

—Each development department can include adult literacy as an essential component with full or partial assistance in its developmental activities. They may organize programmes of adult education for their own illiterate employees, particularly those engaged in major construction works, public sector undertakings, etc.

—The institutional infrastructure available with various development departments can provide useful resource support to the programme in the areas of training, material preparation, etc., particularly with regard to functional aspects of the programme.

—The field agencies of the various development department, such as village level workers, cooperative inspectors, etc., can be asked to fully cooperate

with the instructor of the adult education centre and help him in the instructional work especially related to developmental activities.

—The village level functionaries of the development departments can also take up responsibility, of organizing adult education centres, particularly for imparting developmental skills. It has been alleged that in the past, the benefits of the effects of field level extension functionaries have largely gone to the comparatively better off peasantry. An awareness is now growing that these functionaries should give priority to the weaker sections of the society. Adult literacy centres could provide forums to deal with these sections. A continuous contact of several months would ensure that the services which these agencies attempt to deliver to the poor do actually reach them. From the point of view of adult education programme, involvement of the developmental agencies will ensure that the adult education programme is related to the work of the learners. While it may be difficult for these functionaries, who keep touring most of the time and have responsibility for more than one village, to organize an adult literacy centre because of the nature of their duties, there are a number of other functionaries whose work is confined to one village and they can easily function as instructors in adult education centres.

It is necessary to involve various development departments, at different levels—state, district, block and village—so that the responsibilities listed above are efficiently discharged. To ensure this action, the following approach could be considered :

— All the existing schemes and programmes of various developmental

departments and agencies need to be reviewed with a view to incorporating literacy and adult education component in all such schemes which involve educational/extension activities. Further, adequate provision will also have to be made in the schemes for organizing adult education programmes for the illiterate workers engaged directly by the departments or by the public sector undertakings.

— Instructions will have to be issued to all the field agencies for actively cooperating with adult education functionaries at various levels. Village level workers will also have to be encouraged to accept the responsibility of organizing adult education centres wherever possible.

— In the training programmes organized by the developmental departments agencies for their functionaries, participation in adult education work can be made an essential component.

Education central to development strategies pertains to full use of resources available—above all the human resources. This means that all parts of the population must receive education and training of some kind so that they can participate in the developmental process as more productive workers and are able to play their roles effectively as citizens, family members, leaders and members of groups involved in cooperative community action. One concrete example is provided by the direct relationship between high literacy and low fertility rates.

Literacy and 20-Point Programme

In the planning strategy of India, "Minimum Needs" (M.N.) approach was put forward for the first time in the approach paper for the Fifth Five Year Plan.

The concept of the M.N. emerged and crystallised out of the experience of the previous plans that neither growth nor social consumption can be sustained, much less accelerated, without being mutually supportive. Elementary education including adult literacy, the two sides of the same coin, have been included in the minimum needs programme. Further, these two programmes, in view of their importance for social justice have been included in the revised 20-point programme. This indicates Government's concern for the commitment to adult literacy in a concrete manner. This should augur well for relating literacy with development at the grass-roots levels and should help in effecting linkages at the district and block levels.

District Administration's Pivotal Role

The role which the district collectors can play in forging effective links between adult literacy and developmental agencies cannot be over-emphasised. Coordination bottlenecks between different developmental departments impeding the implementation of even the so-called integrated programmes has been brought out by many evaluation studies. The Farmers Training and Functional Literacy Project in India jointly implemented by the Ministers of Agriculture, Information and Broadcasting, and Education from 1965 to 1977, was designed on the basic assumption that physical inputs were not adequate to bring about self-sufficiency in food production by introducing high yielding varieties of crops, but that these have to be accompanied and matched by an equally intense input in human resource development. That is why the Functional Literacy Project was added to the

package. The following observations regarding the integration of the project made in one of the studies conducted by the author, are relevant :

“However, in actual practice, it (Functional Literacy) continued to be unintegrated even upto the last day, due to a variety of reasons. Primarily it was very difficult to conceive of literacy as a positive factor; the agricultural and extension specialists always felt that supply of physical inputs was most important. They failed to recognise that the most significant take-off point in a nation's cultural, social and economic development is where it emerges from illiteracy to literacy and not from literacy to higher stages of education. Further, it was difficult for the Education Department to organise the rural poor and also the materials and methods used were, by and large, not conducive to integration. The impression unfortunately grew that literacy was a fringe activity and not much could be expected from it”.⁵

In actual practice, literacy activity, however, continues to be in the periphery of the agenda of the Education and Development Departments in spite of the official commitments. In fact it would not be an exaggeration to state that, apart from the fact that a programme should be really worth-while to meet the felt needs of the people to make it an important factor for development, it is equally important, perhaps more important than anything else, that the district collector should conceive the need for inter-linking of various developmental activities as an essential condition for success. On the extent to which he is involved in literacy programmes and is convinced of its importance as an essential input for development,

will depend the success of the programme. The current position is generally far from satisfactory.

Linkage Important for Motivation

Adults have to be motivated to learn. This will be possible only if they perceive clearly that the programmes offered are of use to them. The best motivation is seen where attempts are made to create an understanding of the socio-economic milieu among the learners or when the programmes involve them in the solution of their day-to-day problems and strive to bring about some improvement in their life, however small. While well-organised programme catering to the needs and interests of the learners, good methods of teaching helpful in making learning a joyful and cooperative enterprise between the teacher and students and creative workers who can establish a rapport with the learners are positive features a positive link between literacy and development at the area level is also important. This would mean extreme flexibility of the programme with regard to duration, time, location or instructional arrangements and complete diversification to suit the needs and capacities of the individuals or groups participating in the programmes. Consequently, the planning of the exact content of the curricula needed by specific individuals or groups can never be done centrally. They would have to be intensively local and dialogic in the sense that they should be evolved, in a highly decentralized form, by the local worker in discussion with the adults with whom he is working, and also with workers dealing

with other areas or development at the local level who have the requisite knowledge of the problems and often the necessary resources to resolve these but do not have organised group of motivated individuals. This has been the conclusion of many evaluation studies, Van the present strait-jacket model of adult literacy, developed by the grant-giving agencies to conform to some fixed norms, be linked at all with development in the real sense of the term? This is a moot question and needs to be reflected upon seriously.

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Attitude and Job Satisfaction of Organisers Working Under A.E.P. : Study

P. Surya Mani and
S. V. Reddy

ORGANISERS are the key functionaries of our Adult Education Programme (AEP). Hence, a study was undertaken in the Ranga Reddy district of Andhra Pradesh with the following objectives :

—To find out the attitude of organisers towards AEP,

—To ascertain the extent of job satisfaction of the organisers working under AEP.

—To elucidate the association between the organisers' attitude and their (a) job satisfaction, and (b) personal and social characteristics.

Methodology

Ranga Reddy District was purposively selected because of the effective functioning of the organisers in this district. AEP at present is in operation in three blocks of the District. These are: Chevella, Perga and Marpally. Only the first two blocks were taken up for the study, and Marpally was excluded from the sample because in this block the programme was initiated only during 1984. In all there were 200 organisers in these two blocks chosen for the study, out of whom 90 of those who had already been exposed to AEP were selected.

The present study conducted in a district of Andhra Pradesh to find out the relationship between the attitude and job satisfaction of organisers working under our Adult Education Programme (AEP) and their personal and social characteristics reveals education and exposure to mass media as significant influencing factors.

An attitude scale was developed for the study on the basis of Likert's Summated Rating Technique of farmers towards NAEP and for measuring job satisfaction, the scale developed by B.V.S. Rao, (1933), was modified to suit the study.

Findings and Discussion

Attitude of Organisers towards AEP

The respondents were categorised into five groups namely; 1. with unfavourable attitude score (14—27); 2. with less favourable attitude score (28—41); 3. with undecided attitude score (42); 4. with favourable attitude score (43—56); and 5. respondents with highly favourable attitude score (57—70). Majority of the respondents (72.22 per cent) were found to belong to favourable attitude category, followed by highly favourable attitude (23.34 per cent) and only 4.44 per cent of the organisers had less favourable attitude towards AEP.

Job satisfaction of organisers

For measuring job-satisfaction the respondents were again categorised into five groups, highly dissatisfied (14—27); dissatisfied (28—41); neutral job satisfaction (42); those satisfied (43—56); and highly satisfied (57—70).

Majority of the organisers (81.11 per cent) were found to be satisfied with their jobs. 8.89 per cent were highly satisfied; 4.44 per cent were neutral and only a few organisers (5.56 per cent) were dissatisfied with their jobs.

Association of attitude with personal and social characteristics

For the relationship of attitude with

the personal and social characteristics like age, education, training, mass-media exposure, urban contact, caste, type and size of family, farm size, occupation, income and social participation, chi-square test of independence was used. The levels of probability used for testing the significance were 0.05 and 0.01.

The respondents' attitude was found to be significantly associated with education, mass-media exposure at 5 per cent level; and training, farm size, occupation and social participation at 1 per cent level. Its association with the rest of the variables, namely, age, urban contact, caste, type of family, size of family and income was not significant.

Association of job satisfaction with personal and social characteristics

For the relationship of job satisfaction with the personal and social characteristics like age, education, training, mass-media exposure, type and size of family, farm size, occupation, income and social participation chi-square test of independence was used. The levels of probability used for testing the significance were 0.05 and 0.01.

The job satisfaction of organisers was found to be significantly associated with education, mass-media exposure and farm size at 5 per cent level; and training, size of the family, occupation and social participation at 1 per cent level. Its association with the rest of the variables namely, age, type of family and income was non-significant. ●●●

Infant Mortality and Health in Latin America; an annotated bibliography compiled by Mark Farren includes Spanish, Portuguese and French entries available from literature published during 1979-82. These annotations refer to 253 titles drawn from several sources, including the International Union for the Scientific Study of Population (IUSSP), Organisation for Economic Cooperation and Development (OECD), Population Association of America (PAA), UN, UNICEF and WHO.

The annotations provide a useful reference material to those interested in conducting researches in this field of vital concern to most countries which are engaged in raising the health and nutritional standards of their population and wish to keep a check on fertility and mortality rates. Apart from this, the subject index and geographic index given at the end are of particular significance to persons wishing to probe deeper into various aspects of these problems and those interested in pursuing comparative studies. To those concerned with finding out the correlates of education with health, fertility, infant mortality the classified information under 'Correlates of infant mortality', 'education and infant mortality', 'environmental factors', 'socio-economic determinates', and 'socio-economic development and infant mortality/health' should be of particular interest.

It is a prestigious publication of the International Development Research Centre (IDRC) Ottawa (Canada) which supports researches designed to adapt science and technology to the needs of developing countries. It is a valuable book for institutions working for the promotion of family welfare, Population Education, Adult Education Programmes, and for researchers in demographic and allied areas.

R.S. Mathur

I J A E

BOOK REVIEW

ADULT EDUCATION NEWS

IAEA Mourns Mehta's Death

The Indian Adult Education Association organised a condolence meeting to mourn the death of Dr. Mohan Sinha Mehta, its former President at its premises in New Delhi, on July 1, 1985. Prof. M.V. Mathur, Member, Pay Commission and former Director, NIEPA, presided.

Shri Anil Bordia, Additional Secretary, Ministry of Labour, Prof. J.C. Kavoori, Executive Director, Family Planning Foundation, Dr. Amrik Singh, former Vice-Chancellor, Punjabi University and Shri J.C. Saxena, Hony. General Secretary, IAEA paid tributes to Dr. Mehta.

The meeting was attended among others by Dr. W.M.K. Wijetunga, Secretary-General, Asian South Pacific Bureau of Adult Education, Shri Mushtaq Ahmad, Hony. Director, SRC, Jamia Millia Islamia, Smt. Habiba Kidwai, Director, Balak Mata Centre, Prof. L.R. Shah, Director, Centre of Adult/Continuing Education, Jawaharlal Nehru University, Dr. S.C. Dutta, Treasurer, IAEA and Shri B.R. Vyas, former Additional Director of Education, Delhi Administration.

The meeting passed the following condolence resolution:

"The Meeting of the Members and Staff of the Indian Adult Education Association in New Delhi on July 1, 1985 places on record its deep sense of sorrow at the sad demise of Dr. Mohan Sinha Mehta, former President of the Association on June 25, 1985 at Udaipur.

"In his passing away, the country has lost an eminent educationist, a great gentleman, an able administrator, a creative thinker, a brilliant scholar, and adult education movement a far sighted practical leader.

"The Association deeply mourns this loss and conveys its heartfelt sympathies to the bereaved family"

Orientation Programme for Office-bearers of Voluntary Organisations and key-level Functionaries in Adult Education

The Indian Adult Education Association (IAEA) organised a seven-day orientation programme for office-bearers of voluntary organisations and key-level functionaries in Adult Education in the premises of the Association in New Delhi from May 26-June 1, 1985. 21 participants from Bihar, Haryana, Madhya Pradesh, Rajasthan, Uttar Pradesh and Delhi participated.

Inaugurating it, Barrister M.G. Mane, President of IAEA said that the purpose of the orientation programme was not only to train the participants to discharge their obligations in an effective manner but also to help them to train more people in the field.

Adult Education, he further said is a programme for which enthusiasm and missionary zeal are essential. He urged the participants to take initiative in forming small groups of sincere and dedicated people for providing literacy education so that the target of eliminating literacy in the country in the age-group 15-35 by 1990 could be achieved.

Shri Satya Bhusan, Director, National Institute of Educational Planning and Administration in his presidential address said not much progress has been made in the field of adult literacy during the last 50 years which shows that the task of adult education is not easy and our strategy needs rethinking.

The general impression, he said is that social demand for adult education is to be generated and is not there by itself. For generating this, he said we must first identify with the target audience and try to know what they want. Education, he said might be low in priority in their charter of needs and their priority may be health. In such a case health is to be made the entry point and literacy has to be achieved thru' it.

Stressing the importance of identification with the target population he said that voluntary effort could play a very important role in this regard.

He said that it was wrong to presume that the rural illiterates were completely ignorant. They, for example, had their own numeracy culture. In fact contact with them could even add to our knowledge, he added. Participation of the community in planning, Mr. Satya Bhushan stressed, is essential and for that linkage has to be established through their culture.

Earlier, Shri. J.C. Saxena, Hony. General Secretary, IAEA welcoming the participants and guest speakers said that the orientation programme was the first in this series to be undertaken in the current year. Introducing Prof. Satya Bhushan, he said that he had been closely associated with adult education both at the field and planning levels. Shri Saxena also expressed gratefulness to Barrister Mane who had come to Delhi to inaugurate the

programme.

Shri J.L. Sachdeva, Acting Director, IAEA, proposing the vote of thanks said training is an effective tool for generating self confidence, job-competence and favourable attitude. But it is painful to note that so far it has not been given the importance it deserves, he added. He further said that though there is provision for 21 days' training, either it is not organised at all or divided into a number of parts over a period of time defeating the very purpose of training. Non-availability of resource persons, he said, is another problem at some places. The current programme he said was for the northern and central zones and programmes for other zones would be organised in the later part of the year.

The topics covered during the training programme were: Concept and Philosophy of Adult Education; Present Adult Education Programmes of Central and State Governments; Components of Adult Education Programme; Continuing Education; Programmes of Central Social Welfare Board for Voluntary Organisations; Linking Adult Education with Population Education; Linking Adult Education with Development; Field Problems of Adult Education; Management and Administration of Voluntary Organisations; Role of Mass Media in Adult Education; Material Production in Adult Education; Psychology of Adult Learners and How to Create Favourable Climate for Adult Education Programme; Laws for Weaker Sections of Society; Role of Banks and Credit Institutions in Adult Education. How to Form Cooperatives and Organisations of the Poor; Follow-up Programmes and Monitoring and Evaluation.

The resource persons were Shri

Satyen Maitra, Secretary, Bengal Social Service League, Calcutta and Vice-President, IAEA, Shri J.C. Saxena, Deputy Adviser (Education), Planning Commission and Hony. General Secretary, IAEA, Shri Geeta Ram, Under Secretary, Ministry of Education, Dr. V. Ventaka Seshaiyah, Additional Director, Directorate of Adult Education, Dr. M.L. Mehta, Joint Secretary, University Grants Commission, Shri R.C. Tripathi, Joint Director, Central Social Welfare Board, Dr. J.P. Gupta, Deputy Director, Directorate of Adult Education, Dr. S.C. Dutta Treasurer, IAEA, Prof. B.B. Mohanty, Professor, Oral and Visual Communication, Indian Institute of Mass Communication and Jt. Secretary, IAEA, Smt. Bimla Bhatnagar, Jt. Director, Directorate of Adult Education, Shri S.K. Bhatnagar, Deputy Director, Adult Education, Delhi Administration, Dr. C.K. Ambastha, Principal, Staff Training College, Syndicate Bank, Shri K.C. Jain, OSD, National Cooperative Union of India, Shri B.R. Vyas, former Addl. Director of Adult Education, Delhi Administration, and Member, Executive Committee, IAEA, Shri R.S. Mathur, Jt. Director, Directorate of Adult Education and Shri J.L. Sachdeva, Acting Director, Indian Adult Education Association.

Field visit to five experimental adult education women centres run by IAEA in trans-Yamuna colonies of Delhi was also arranged.

Valedictory Function

At the valedictory session on June 1, 1985 Shri J. Veera Raghavan, Adviser (Education), Planning Commission was the Chief Guest and Fr. T.V. Kunnunkal, Chairman, Central Board of Secondary Education, presided.

Shri Raghavan said an illiterate person may be educated but the impor-

tance of literacy and knowledge that goes with it cannot be underrated. Literacy is an important tool for mental and social development of the individual and the society.

He said that in our development programme development of human capital has not been given the importance it deserves. He said it is necessary to provide literacy education, basic skills and technical skills to the people to accelerate the pace of development in the country.

Shri Raghavan urged the participants to reflect as to how we can organise a massive adult education programme which is not expensive, is result-oriented and makes full use of human resources especially the educated and the young.

Fr. Kunnunkal in his presidential address said for achieving the target of eliminating illiteracy by 1990 it is essential that a sense of national commitment at all levels is created. He further said that proper use of mass media particularly TV can go a long way in creating a sense of national commitment.

Earlier, Shri J.C. Saxena, Hony. Secretary, IAEA welcomed the guest speakers. He said that adult education has been included under the minimum needs programme and the new 20-point economic programme and all out efforts should be made to eradicate illiteracy in the age-group 15-35 by 1990.

Smt. Asha Vohra, Assistant Editor, IJAE presented the report of the seven-day orientation programme. The representative of participants Smt. Ranjana Roy and Shri M.H. Ansari gave their impression of the programme.

Shri J.L. Sachdeva, Acting Director, IAEA proposed a vote of thanks to Shri J. Veera Raghavan, Fr. Kunnunkal and

the participants.

Shri A.H. Khan, Assistant Director, Centre for National Adult Education Programme and Extension, Magadh University, proposed a vote of thanks on behalf of the participants.

ASPBAE 21st Birth Anniversary Celebrations and Asian Pacific Seminar on "Role of Adult Education and Mass Media for Civic Education"

The Asian South Pacific Bureau of Adult Education will celebrate its 21st birth anniversary in New Delhi on September 8, 1985 i.e. International Literacy Day. Highlights of the celebrations would be the issue of a Souvenir and coming together of some of the founding members of ASPBAE. The Souvenir will include contribution on the history of achievements of ASPBAE and on adult non-formal education in general. The Indian Adult Education Association will host the celebrations.

It will be followed by meetings of the Executive Committee of Region I and III of ASPBAE. Participatory Research in Asia and Pacific will also be taken up for discussion during the course of forthcoming events.

ASPBAE-IAEA-UNESCO Seminar

The Indian Adult Education Association on behalf of ASPBAE and UNESCO Regional Office for South East Asia, Bangkok will organise a five-day Seminar from September 10-14, 1985 in New Delhi.

The theme of the Seminar is "Role of Adult Education and Mass Media for Civic Education" and it will be discussed under the following broad topics :

- a) Adult Education for the year 2000 : Challenges and Prospects ;
- b) Role of adult education promoting civic rights and responsibilities in general and with specific reference to civic education for disadvantaged sections of the population especially women, minorities, etc.; and
- c) Role of Mass Media for Adult Education and Civic Education.

A Souvenir on the occasion will be brought out by IAEA.

National Conference on Population and Development

The Indian Association of Parliamentarians on Population and Development organised the National Conference of Parliamentarians on Population and Development on May 13, 1985 in New Delhi. It was inaugurated by Shri Rajiv Gandhi, Prime Minister of India. Dr. Balram Jaxhar, Speaker, Lok Sabha presided.

The Prime Minister emphasised that family planning had to be linked with every facet of development. It could not be treated in isolation. The spread of education giving the due status to women in society and ushering in social reforms should all receive simultaneous attention for making a significant dent in population control.

Shri Gandhi said his Government was launching a major education programme which could also be the basis for population control. But as this would be a long term effort, other ideas should be tried out. Folklore and modern media techniques alike should be employed to popularise the small family norm.

Shri Gandhi said in the new education drive, women and illiterate adults should get attention. He felt that adult education should be given enough importance in reaching out to the rural areas.

Earlier, Mr. Takashi Saito, Chairman World Association of Parliamentarians on Population and Development said that the world population was increasing by 80 million every year. However, some of the Asian countries had done well and had brought down their birth rates significantly. The countries included China, South Korea, Thailand and Indonesia. He said that the United Nations has at the request of his Association agreed to treat the population problem on the same footing as that of disarmament.

Dr. Rafael M. Salas, Director-General, United Nations Fund for Population Activities (UNFPA) said a distressing feature of the population boom was that the development countries accounted for 90 per cent of the increase in numbers. The population growth rate in

Africa had increased from 2.6 per cent two decades back to 3 per cent now.

Shri Sat Paul Mittal, Chairman of the Indian Association of Parliamentarians on Population and Development in his welcome address suggested formation of population commission to determine the priorities of various population control programmes and specify resource allocation for them. It should also have monitoring powers to watch actual implementation.

Shri Mittal said the commission should be interministerial and multi-disciplinary autonomous body with appropriate representation from the voluntary sector. It should be answerable to Parliament. No Ministry need function under it. But it should have the authority to ensure that its decisions are implemented by all.

Shri Yogendra Makwana, Union Minister of State for Health and Family Welfare presided over the valedictory session and the valedictory address was delivered by Shri H.K.L. Bhagat, Union Minister for Parliamentary Affairs.

(Contd. from page 15)

used to idle away their time earlier have started making good use of it, resulting in better understanding with their family and improved living conditions. The local people are also convinced that there is considerable improvement in the general outlook and life of all those who joined the Adult Education Centres. Those few people who tried to dissuade illiterate adults from joining the centres, are now regarded as anti-social elements and are hated by the masses. This too is an indirect impact of the programme for which not only the beneficiaries but

also the local people are thankful to the organisers and sponsors alike.

It is hoped that the University's community-oriented programmes during the seventh plan period with thrust on post literacy, continuing education and allied areas will get a further boost. With the UGC's commitment to rope in all the Universities and Colleges in the programme during 1985-90, through concerted efforts, a lion's share of the burden of eradicating illiteracy from India and providing a learning society can be borne by the educationally fortunate few in India.

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

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ADULT
EDUCATION

Indian Journal of

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In This Issue

A Mass Campaign for
Adult Literacy

—*Malcolm S. Adiseshiah*

Eradication of Illiteracy
by 1990 : The Role of
Voluntary Agencies

—*Geeta Ram*



Indian Journal of Adult Education

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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

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A Mass Campaign for Adult Literacy

Malcolm S. Adisesiah

With the time running out for meeting the deadline that we have set for eradicating illiteracy from our country, a programme on the lines proposed in the present article—of complete involvement of all the students of higher secondary schools, colleges and universities for six months continuously—can be our only hope.

AS part of the New Education Policy, if we are to make a real dent into the problem of illiteracy by 1990, we should plan now for a mass literacy campaign. For this, we can build on the infrastructure that we have created in the National Adult Education Programme—the Literacy Centres, the State Resource Centres, the District Resource Centres, and the State Directorates of Adult Education and the District Adult Education Officers.

Following the example of other countries which have liquidated illiteracy, like USSR, China, Cuba, Nicaragua, Tanzania, this Mass Campaign to liquidate illiteracy in India can be undertaken if the teachers and students of all Arts and Science colleges, universities and Higher Secondary Schools are mobilised to undertake a teaching campaign for a 6 month period—from January to June 1987. This will involve postponing examinations to July-August for that year and giving up one term—January to March. The teaching and learning of students can continue in the villages where they will be living (and urban slums), because the literacy classes will be held in the evening for

two hours—at any time from 6 to 10 p.m.—and the teachers will also be with them. For some part of the day, the teachers and students must also work with the villagers and urban slum workers to gain an insight into their ways of learning.

This programme will require the agreement and cooperation of the colleges, universities and higher secondary schools as well as the State Governments. The Central Advisory Board, which covers all these agencies, might be called to discuss and approve a precise plan that the Ministry should formulate. It could be followed up by meetings of Vice-Chancellors, and at the State level meetings of college Principals and Higher Secondary Heads.

A massive programme of training teachers and students for acting as campaign instructors, can be undertaken by the State Resource Centres and other bodies which are running training programmes with immediate effect.

The approximately 18 months available before January 1987 should also be

used to turn out on a massive scale the necessary quantities of simple reading materials for the literacy classes in various languages. This can be undertaken by the State Resource Centres and the State Text Book Bureaus.

The money allocated for the Seventh Plan for Adult Literacy should be spent on the six months campaign and on the 18 months preparation. In addition, as is done in other countries and as also is the practice of our political parties (like for the Congress Youth Cadres) uniforms may be made available to all students and teachers participating in the campaigns, with medals, flags and other insignia for outstanding performers.

As soon as the campaign starts, we should begin planning for the follow-up of the campaign, which would be a massive production of reading materials for the new literates, and the intensive and effective use of Radio and Television on a mass scale.



Adult Education and Rural Development

P. Adinarayana Reddy

INDIA is one of the biggest democratic countries in the world and occupies second and seventh position in terms of population and area of the world respectively. According to the 1981 census, its population has reached 685 million and the density of population per square kilometer is 216. Out of the total population only 36.22 per cent are literate and sex-wise, literacy figure is 46.74 per cent in case of males and 22.88 per cent for females. Region-wise, 60.2 per cent are literate in urban areas and only 27.9 per cent in rural areas. Nearly 76 per cent of our population is concentrated in village settlements numbering nearly six lakhs, and depends mainly on agriculture for livelihood. The growth of our nation, therefore, largely depends upon the progress of our agriculture and rural people.

Definition of the Poor

According to the World Bank, the poor are defined as those with per capita income of \$ 50 or less, plus others with per capita income that is less than one-third of the national average. Applying this criterion to India, approximately 215 million would constitute the rural

“Adult education for rural development should not be viewed as a separate programme or an external input. It is part and parcel of the development process and should, therefore, be taken as an integral component of the various development programmes, with special emphasis on the needs of the poor and under privileged sections of the rural community. The adult education programme should aim at helping the rural people to form themselves into effective learning-cum-productive groups, with emphasis on skills needed for economic, political and social development”.

poor. This is a population nearly equal to the total population of the United States. Further, according to the estimates of the Sixth Five Year Plan (1978-83) the percentage of population below the poverty line in rural areas is 50 and 43 per cent in urban areas, the average for the country being about 49 per cent.

Unless and until the poorest people are given an opportunity to produce their own food and earn enough income to buy the food they need, the problem of hunger and malnutrition cannot be solved. The rural poor are often wage earners, self-employed, subsistence owner-occupiers and landless labourers. This segment of the population often lives in remote areas, and geographical isolation is often accompanied by institutional and political isolation. Most of the essential services do not reach them and the opportunities for sharing political power or participation in decisions that affect them are limited. It is now increasingly being recognised that improvement in the living and working conditions millions of these people in large measure depends on the extent to which they can be mobilised—both to help themselves and to contribute to national development.

For the removal of poverty from the country as a whole and the rural India in particular, and for uplifting the socio-political and economic status of the masses, many developmental programmes have been launched in the country since independence.

India has had very rich experience in the field of rural development. During the last three decades, a number of programmes (some are area-oriented while others are target group-oriented) have been implemented to raise the socio-economic status of the rural poor. The

programmes that are designed and implemented for improving the living standards of the rural poor are of two types; (a) 'single purpose' programmes such as to improve agricultural production, health standards, to increase the efficiency of local governments and administration, and to extend family planning practices; (b) 'integrated' or 'comprehensive' projects, which include two or more components within a programme.

Concept of Rural Development

According to Unesco rural development is the process where a series of quantitative and qualitative changes brought about within a given rural population, result in improved living conditions for the population through an increased capacity. Julius Nyerere, on the other hand, believes that rural development is participation of people in a mutual learning experience involving themselves, their local resources, external change agents and outside resources. People cannot be developed; they can develop themselves by participation in decision-making and co-operative activities which affect their well being; people are not being developed when they are herded like animals into new ventures. Further, Copp has defined rural development as a process aimed at improving the well being and self-realisation of people living outside the urbanised areas through collective efforts.

Thus rural development is nothing but a means to improve the living standards of the rural poor by increasing their productive capacity and improving actual income levels, eliminating the sources of exploitation to establish social justice, and sensitizing them to be self-reliant.

Some of the programmes for overall development and rural development implemented in our country are: Small Farmers Development Programme, Marginal Farmers Development Programme, Antyodaya, Integrated Rural Development Programme, Command Area Development, Drought Prone Areas Programme, Farmers Functional Literacy Programme, High Yielding Variety Programme, Tribal Area Development, Hill Area Development, National Rural Employment Programme.

While there have been some notable cases of success in our rural development programmes the overall experience has not been satisfactory. Even these rare successful rural development programmes have been found hard to duplicate in other regions without proper adaptation.

The failure of most rural development programmes in achieving their basic objective of reducing poverty or raising the standard of living of the masses is attributed to:

- the absence of a favourable political and policy framework;
- the complexity of the poverty problem;
- lack of people's participation at various stages of planning and implementation of the programmes.
- absence of coordination among different departments, agencies;
- lack of evaluation and monitoring of the programmes; and
- illiteracy and ignorance of the target groups

People's Participation

It is widely recognised by policy makers, planners, action groups and academicians that no development programme can sustain without meaningful participation of the people.

The successful implementation of rural development programmes mainly depends on the active and intellectual participation of people for whom the programmes are being implemented. It is necessary that the rural communities are mobilised through proper motivation so that they are well acquainted with the concept of rural reconstruction work. Popular participation at lower levels ensures widespread appreciation of what is being planned and what the planning is expected to achieve.

People's participation is vital at a number of stages—in assessment of on-going programmes, in suggestive measures for further improvement in preparation of plan priorities in locational decisions, and in the role of different groups and agencies in the implementation of the programme. Further, it helps to make the programme relevant to local conditions and local people, and also ensures correct assessment of growth potentialities as well as constraints of a region.

Thus, the participation of the people in the programme leads to realistic plans, better resource mobilisation (labour and finance), better implementation with greater cooperation, better chances to develop talent for management and administration, better integration of activities and services from below, better evaluation of the success of programmes, and finally wider distribution of benefits. It has been rightly said that people have to work out their own solutions to their problems. As a result of popular participation the talent pool becomes larger. People's participation is to be seen in terms of the efforts that people make to obtain the benefits promised by various schemes.

For the successful implementation of any rural development programme, it is necessary that the rural communities are mobilised through proper motivation so that they can participate in the programme, and also that they are acquainted with the concept of rural reconstruction work. It cannot be over emphasised that education plays a vital role in motivating rural development programmes. Keeping this in view all educational programmes taken up in rural areas must be directed or reoriented towards creating a sense of consciousness in the minds of rural people of their responsibilities in the implementation of rural development programmes.

Role of Education

The relevance of education for rural development is obvious from the observations made by Shelfiel that "one of the chief tools with which to achieve rural transformation is education and training in the new techniques and attitudes, as such the education of women, the education of children and adolescents in formal schools and universities...a more significant contribution to rural development can be made by strengthened, more clearly thought out and effectively coordinated educational service to adults than by alternations in or expansion of the existing primary and secondary schools."

Thus education has a dual function of promoting rural development and of enabling people to receive the benefits of the programmes of rural development. Moreover, the explosion of knowledge in science and unprecedented advancements in technology have created a pressing need for recurrent learning both in general and in vocational aspects of life.

Formal education has done very little to enable the rural masses to upgrade their socio-economic status, to understand what is going on in and around their community, to improve their living condition and to tap Government resources. For example, no school syllabus includes a section on the existing Government schemes which would be useful to the students and their parents, nor have the teachers been trained or supplied any useful materials for dissemination among the students and the community. The major weakness of our present formal schooling is that it is aimed at children, and is also subject oriented which means that it will be many more years before they can take part in the decision-making process. And by that time, it is likely that they have forgotten whatever they had learnt.

Rural education to be effective must therefore start with adults. This can be imparted to adults through non-formal education. Non-formal education is essential in any rural development programme for the diffusion of information and knowledge of new ideas, and for their adoption by the rural people. This is particularly significant in agriculture and family planning. The main purpose of non-formal education activities is to prepare rural men, women and youth for a new and better life in their families and communities.

A number of educational programmes have been launched in recent years, all bearing the label of non-formal education for the benefit of rural people. Of these the massive National Adult Education Programme (NAEP) launched on 2nd October 1978 throughout the country with the aim of providing literacy, functionality and awareness to 100 million adults of age group 15 to 35, is

a notable effort on the part of the Government to improve socio-economic conditions of its people and to accelerate economic development of the nation as a whole.

Education for adults is the key element in the rural development endeavour to involve rural masses to a point where they can run their own affairs, and to enable them to become self-reliant by increasing productivity through their own dedication and hard work.

Adult education is a means for a true and permanent development for the rural people, and to enable them to become conscious of the reasons as to why they have remained so long in poverty, and to help them organise themselves for action deriving from the reflective consciousness so that they can make sure that political power is exercised in a more just and equitable way. The creation of awareness among the masses will make them see that the resources of the country are to be distributed equitably and not to be arrogated to themselves by a small percentage of people for their own benefit. This awareness will enable them to take organised action to get what is their right.

Thus it can be said that adult education should focus on improving social and personal living, occupational capability and vocational competency which are basic to rural development. It should aim at socio-political and economic growth of individuals as well as the nation.

The present adult education programme should not be allowed to become another literacy programme but should be made relevant to the rural people and local needs. It should enable the rural masses to pick up functional literacy as well as a knowledge of the tenancy and related laws that affect them, social

welfare, developmental and other governmental programmes operating in their area, civic affairs, some basic commerce, social customs, technological improvements that affect rural life, viz., improved transport, farming, animal husbandry, social conservation, small and village industry know-how and some general knowledge of local and other issues.

To be specific, the Adult Education Programme will have to see to it that the target groups of various rural development programmes participate effectively for the successful implementation and achievement of the objectives of these programmes. People's participation is nothing but efforts made by the people to procure for themselves the benefits promised by various programmes. Some of the areas where the rural people can participate are:

- Co-operative Societies
- Milk Co-operative Society
- Village Panchayat
- Electoral Participation
- Controlling Extension Officers

Another area of people's participation is politics. People need not be passive in politics. They should not only exercise their voting rights in elections but also discuss and take part in politics.

Adult education should be integrated with other rural developmental programmes in such a way that the people are able to improve the quality of their life and increase their earnings by taking care of the following areas:

- Improvement in economic conditions.
- Improvement in the methods of farming and introduction of technology.
- Encouragement for developing cottage industries.
- Development of community life through people's participation programmes.

—Spread of functional education and training.

—Healthy recreation.

—Removal of social malpractices such as untouchability, superstition, and bad habits like drinking.

—Anti-liquor campaigns.

—People's courts

—Construction of drains for the outlet of dirty water in the village lanes

—Creation of social awareness among the rural people.

Rural development is a strategy designed to improve the economic and social life of a specific group of people—the rural poor. It involves extending the benefits of development to the poorest

in the rural areas. It also recognizes that improved food supplies and nutrition, together with basic services, such as health and education, can not only directly improve the physical well-being and quality of life of the rural poor, but can also indirectly enhance their productivity and their ability to contribute to the national economy. Education has to play an important role in rural development and is concerned mainly with the modernization and monetization of the rural society, and with its transition from a society of traditions and isolation to one integrated with the national economy. ●●●

Eradication of Illiteracy by 1990—The Role of Voluntary Agencies

Geeta Ram

Inadequate grant and delay in its release are the most common grievances that voluntary organisations have had against the Government. The author, who is an official in the Ministry of education, while discussing the role that voluntary organisations can play in achieving the goal of eradicating illiteracy by 1990, has a close look at these grievances.

THE dictionary meaning of the word “voluntary” is “acting by choice”, or something done “of one’s own free will”. A voluntary agency’s main feature is its independence in framing its own policy, in determining its line of action and its constitution. It is financed, partially or wholly from public funds, its non-official character is not affected at all by this and so its discretion to put the funds to such use as is warranted by its policies, plans and decisions is unfettered. To some people a voluntary agency means an organisation of volunteers—people who are not employed, who devote their time, energy and money for the upliftment of their downtrodden countrymen. The motivation is charity and philanthropy, the urge is compassion.

To some others, voluntary agencies are those which consist of non-government officials who raise voluntary resources both human and material in the service of the common people.

*The opinions expressed in this paper are those of the author and do not necessarily reflect the official views of the Ministry of Education, Govt. of India, where he holds the position of Under Secretary.

The character of an organisation should not be judged by its composition, nor by its sources of income nor by the sole criterion of its decision making bodies. If its executive committee, President and General Secretary are freely elected and take decision about its programmes and policies without any hindrance from any source, not even from the donors, if it is not pressurised by the Government to take decision one way or the other on specific matters, it is voluntary organisation. A free organisation of people taking its own decision for the benefit of their fellow-beings and pursuing its own programme is a voluntary organisation. A voluntary agency can have as members, government officials and non-government officials who are devoted to the promotion of adult education. The fact that government officials are its members will not nullify its voluntary character so long as they are members in their individual capacity and devote their time and energy to the promotion of the programme, as volunteers. The fact that the Government gives grants should also not affect the functioning of the organisation. After all, Government's money is the tax-payers' money and people's organisations have a right to use a part of the fund for the benefit of the people.

“Voluntary” also means: (i) arising from one's own free will and acting on one's own initiative; (ii) acting or serving in a specified capacity willingly and without constraint or guarantee of reward; and (iii) normally controlled by or subject to individual volition. “Agency” means “means”. Hence “voluntary agency” is an organisation controlled by individual volition and act of its own initiative to serve the

people willingly without any reward. An organisation which lends its services but does not get ‘paid’ is supposed to be a voluntary agency. A voluntary agency is an organisation which, irrespective of the fact whether its workers are paid or not is initiated and governed by its own members without external control. It can further be defined from the point of view of initiation and execution of programmes. Programmes are initiated by the voluntary agency but finances mainly come from the Govt.

Internal Management

The organisational set-up of these voluntary agencies varies from organisation to organisation. Different names have been given to their executive bodies—Trust Board, Executive Committee, Governing body, Working Committee, Board of Management, Managing Committee, Managing Council.

Normally head of such bodies is known as Chairman or President. Next in hierarchy is vice-chairman or vice-president in most of the cases. Normally a few members are also associated with such bodies, but not in all cases.

In bodies which are not represented by members adequately authoritarianism may penetrate, generating distrust and uneasiness among its employees/workers and office-bearers.

In some cases the size and structure of the body is either too big or too small. Where the size is big, difficulty may arise in getting all the members together, if it is small, then it would reflect on its democratic character.

Sometimes such organisations have a politician in its body. While the help of

a political leader may be desirable it can also affect the impartial character of the agency. It is not necessary that if the leader of a particular political party is associated with the organisation he will make it an instrument of his party, but the fear is there. Also people with leaning towards opposite parties or even for that matter those who are neutral may not like to associate with such an organisation.

Further, as majority of voluntary agencies receive grants from the Government, an agency which has a political-member may not have any problem as long as that member's party is in power, but if that party is replaced by some other it may find it difficult to get grant from the Govt. even if it is rendering yeoman service or is a-political. All voluntary agencies should take a serious view of this. They should try not to formally associate with any political leader and try to manage the favour and assistance of leaders otherwise.

Financial Management

Financial resources of voluntary agencies can be broadly categorised as follows:

- Aid from governmental and non-governmental bodies.
- Aid from International Institutions.
- Income from commercial activities.
- Fund raising campaigns.
- Other sources.

As for grants-in-aid from governmental bodies it is provided under schemes drawn for specific purposes and is therefore provided on certain terms and conditions for use for the same objectives. It cannot be utilised for

purposes other than the approved ones. Likewise, aid from international institutions also cannot be diverted to purposes other than the approved ones. Hence voluntary agencies have not much funds for general improvement and development of their activities. They should, therefore, raise funds through mass campaigns and by undertaking activities like cultural shows, etc. Each voluntary agency should make efforts to raise a revolving fund which can be used for all the programmes especially projects sponsored by the Government. There is a general impression that the Government is doling out money to voluntary agencies which are not using these public funds for the purpose for which these have been sanctioned or if used, do not give optimum output. In such circumstances voluntary agencies should try to use public funds prudently to remove this bad impression. The overriding consideration of voluntary agencies should be that the results of their programme are commensurate with funds invested.

Philanthropy is rare these days. There are perhaps several reasons for this— inflation, rising costs, lack of trust or faith on the part of the donors that their money will not be put to good use. In such circumstances it is natural that voluntary agencies look up to Government for grants. But then this restricts their area of operation to the one sponsored by the Government. Voluntary agencies should give a serious thought to this and explore other sources.

Types of Voluntary Agencies

Voluntary agencies can be classified either according to their level or their

function, with level extending from National to Regional or Local; and function relating to such categories as health, family planning, literacy, social welfare, etc.

National-level Voluntary Agencies

All India adult education voluntary agencies can play a significant role in our Adult Education Programme in the following areas:

- Assistance in the formulation of policy concerning literacy.
- Contribution in the detailed framing of projects and programmes of literacy at the national level.
- Creating a climate conducive to the implementation of literacy plans throughout the country. This is an important public relations function which can arouse enthusiasm and stimulate interest in and concern for literacy programme.
- Organising national level conferences, seminars, etc.
- Production of literature.
- Undertaking experimental literacy work.
- Establishing of a clearing house and documentation centre for the collection and dissemination of information.
- Undertaking Research work/ projects on various aspects of the programme.

State - level Voluntary Agencies

- Preparing literacy reading material in local languages.
- Undertaking leadership training.
- Organising literacy classes.
- Providing library service.

Local Voluntary Agencies

- Surveying the local situation to identify local literacy needs.
- The local management of literacy classes.
- Providing voluntary teachers/ supervisors.

—Supporting and reinforcing the work of Government functionaries engaged in literacy work.

—Organising fund raising campaigns.

—Identifying learners.

—Disseminating information about the Government programme.

—Creating awareness in the community.

Strengths of Voluntary Agencies

The Government can receive from voluntary agencies advice and guidance which normally it is not able to obtain from its own officers. The voluntary workers being close to the people for whom the programme is intended know their needs, difficulties, mental outlook and personal situations better.

Need for Co-operation between Government and Voluntary Agencies

There is a need to work out principles of cooperation and liaison between voluntary agencies and Government departments for the optimum utilisation of equipment, buildings and other resources used in literacy work. The basis of such cooperation will vary from place to place. There is a need to bring about a change in the attitude of Government officials towards voluntary agencies. They should be able to appreciate the contribution presently being made by them in the literacy programmes and the scope for its further expansion.

To start with a consortium of voluntary agencies and the Education Department at District Level could be formed. This would help to complement and supplement each other's strengths and weaknesses. From the regularity of attendance at meetings and the effectiveness with which each organisation implements the decisions and commit-

ments made at the consortium's meetings it would soon become clear as to which voluntary agencies are reliable. Later on the consortium could be allowed to grow into a more formal voluntary agency with rules and office bearers. The main task of the consortium would be to provide a platform for interaction and cooperation on the basis of equality and also to work out a code of conduct. The consortium would also see that the Adult Education Programme funded by the Government is not used for the promotion of party politics or sectarianism.

Eradication of illiteracy in countries like India calls for an all-out effort roping in as large a part of the community as possible. Most of the voluntary agencies are actuated by moral and human principles, and the sincerity and devotion of many a voluntary worker have also earned them respect and trust in the community.

Voluntary agencies being the projection of popular initiative and enthusiasm can have a more significant accord with the people as compared to official agencies. Also, since they thrive solely on the confidence people place in them, they will have to reflect more keenly popular sentiments and adjust their programmes and policies according to the needs, requirements and aspirations of the people for whom they are meant. These adjustments can be brought about more quickly, easily and effectively by voluntary agencies than the official machinery, the decision making apparatus of which is far away from the field of operation and sometimes unmindful of the needs of the people.

Adult education depends for its success on the willing cooperation of

the people and their enthusiasm. The task of generating enthusiasm among the people can be undertaken by voluntary agencies. The Government must work through voluntary agencies which have a living contact with the people in the area of their operation, and have the advantage of elasticity in their methods and working without being tied down to copy book rules. A Government Department with its tradition of authoritarian exclusiveness and red tape cannot succeed in generating enthusiasm among the people, nor can it grow out of its narrow groove to experiment with new methods of making adult education a success. Voluntary agencies, on the other hand, by virtue of elasticity in their methods of working can experiment with new methods, techniques and innovative ideas. Voluntary agencies seek to maintain the good will of all sections of the society in a compact area and thus achieve results for the entire population. People's participation lays emphasis on institutionalised action which will be more effective in mobilising local resources, articulating needs and coordinating the developmental tasks which are undertaken by the people. Voluntary agencies engaged either in general development work or in a specific activity like adult education or a combination of a few such activities, can provide institutionalised action. Their unique fund-raising capacity, places voluntary agencies in a significant position to obtain financial support from many sources. They can thus relieve the burden on tax-raised Government funds and make the running of a programme less costly. Hence, it is necessary for them to act as a pressure group on the Government for adequate financial provision for adult education.

Central Government's Scheme for Voluntary Organisations

The Ministry of Education, Government of India has a Central "Scheme of Assistance to Voluntary Agencies working in the field of Adult Education". The main aims of the Scheme include fuller participation of voluntary agencies working in the field of adult education.

The Scheme was designed to help them with their problem of financial resources. The 1961-version of the Scheme stipulated that the voluntary agencies engaged in educational work for a minimum period of three years prior to the request for grant-in-aid under the Scheme would receive grant. Financial assistance was available on sharing basis which did not exceed 60% of the non-recurring and recurring expenditure. The remaining expenditure was being borne by the State Governments and/or the Institutions concerned. No change was made in 1970 except that the overall ceiling of the grant was raised to Rs. 2.50 lakhs. The grant available was on sharing basis and did not exceed 75% of the non-recurring and recurring expenditure subject to a ceiling of Rs. 2.5 lakhs per approved projects. Again in 1977, no substantial modification was made. The grant was being given according to the pattern given below:-

Administrative Cost = 75%

Programme Cost = 100% (subject to a ceiling of Rs. 5 lakhs per agency)

In 1978, the Scheme was revised in the light of National Adult Education Programme launched on 2nd October, 1978. The ceiling of the grant for voluntary agencies was raised to Rs. 10 lakhs per year. In 1982, the Scheme was revised

in the light of the new 20-Point Programme. The period of experience was reduced from three years to one year. Under the existing financial pattern, grant is given on the following pattern:-

Programme Cost = 100%
Administrative Cost = 75%

According to this pattern, 25% of the administrative cost will have to be borne by the voluntary agencies. The Government has decided to give cent-per-cent grant even for administrative expenditure for a project of 5 Centres meant for women's organisation.

In the light of the above modifications the progress made during the period 1974-75 to 1984-85 as reflected in the administrative Annual Reports of the Ministry of Education is given in Table 1.

Table 1

Year	Budget		Expenditure (Rs. in lakhs)	No. of voluntary agencies
	Original	Revised		
1974-75	20	10	19.91	26
1975-76	15	18	21.15	35
1976-77	20	20	29.96	40
1977-78	24	24	46.79	82
1978-79	75	125	156.75	363
1979-80	410	410	263.44	490
1980-81	530	260	108.86	216
1981-82	120	120	64.85	143
1982-83	75	105	123.80	133
1983-84	135	235	198.10	257
1984-85	335	347	572.40	502

From 1974-75 to 1977-78, the participation remained 45 on average per year. During the period 1978-79 to 1979-80, the annual average was 426 voluntary agencies. During 1980-82, there was a steep fall and since 1982, the number has again started to rise due to the mobilisation of voluntary agencies and due to the inclusion of the scheme in the new 20-Point Programme and the Minimum

Needs Programme of the Sixth Five Year Plan.

Procedure for Availing the Grant

The Scheme being a Central Scheme any project must be finally approved by the Union Ministry of Education which distributes the grants to voluntary agencies directly. Voluntary agencies are required to submit their proposals to the concerned State Governments which in turn are supposed to scrutinise the applications in the light of the given criteria of eligibility and forward the applications to the Ministry for consideration and approval. The following authorities are involved in the process:

Union Ministry of Education: Administrative Section which administers the scheme; Internal Finance Division which certifies the funds; Grants-in-aid Unit which draws money; and Pay & Accounts Office which issues cheques and the Bank which issues Drafts.

State Governments: District Adult Education Officer of the concerned area; Director of Adult Education in the State Directorates; a Unit in the secretariat of the State Government. In addition, Deputy Commissioners/ District Collectors/District Magistrates/Police is also consulted to know the antecedents of voluntary agencies.

When the project is approved and is under implementation in the field in various villages, Instructors furnish requisite information in the prescribed proforma to Supervisors, and Supervisors to Project Officers in the State Government and Central Government.

Nearly 11 Units/authorities are associated with the processing of applications. The delay in the approval and release of funds is therefore inevitable.

It is an admitted fact that most of the voluntary agencies are not getting grant

in time. Also there is no denying that funds are life-blood of any project, and that a project can not flourish or may even die if it does not get funds in time. This is a serious question which the Government must consider.

Further, the Scheme is being administered at New Delhi while the voluntary agencies are working in all the States of the Union. It becomes difficult for voluntary agencies to come to New Delhi each time to know the position of their cases or to get things done fast. The Government may, therefore, consider decentralisation as then it would be easy for the voluntary agencies to approach State Governments and they can perhaps get grants quickly and can also get their problems solved there and then.

Voluntary agencies have contact with the following agencies/authorities:

- District Adult Education Officer.
- Director of Adult Education.
- State Government.
- Central Government.
- Other voluntary/Agencies in the same area.
- Departments/authorities engaged in development programmes.
- Voluntary agencies engaged in Development programmes.
- Village Panchayats / Municipalities, *Samities*.
- State Resource Centre of the area.
- Training Institutes other than the SRC.
- University/College.

A voluntary agency has two-way communication with all the above mentioned agencies/authorities for getting the project implemented, however, not all voluntary agencies are making use of the services provided by the agencies indicated above, which they should. Perhaps, if the procedure to get grants from public bodies is simplified, volun-

tary agencies will get more time to contact these agencies to enrich their activities and to make the adult education projects successful.

Voluntary agencies exist only in 17 States and 4 UTs. There is no voluntary agency approved by Government for grant in 5 States of Meghalaya, Sikkim, Jammu & Kashmir, Nagaland, Tripura and 5 UTs of Andaman & Nicobar Islands, Lakshadweep, Dadra & Nagar Haveli, Chandigarh, Pondicherry. The participation in States of Punjab, Himachal Pradesh, Haryana, Mizoram is negligible. Voluntary agencies are virtually functioning in half the States/UTs. No information is available on the basis of which it could be established as to why voluntary agencies do not exist in the remaining States/UTs. However, Governments of States/UTs where there are no voluntary agencies should take suitable steps to encourage setting up of voluntary agencies or if there are already some voluntary agencies, suitable steps may be taken to encourage them to opt for adult education as one of their activities.

There are still 367 voluntary agencies which are not being aided by the Government. Both Central and State Governments should take suitable steps to mobilise these voluntary agencies and to bring them under the umbrella of Central Scheme. These voluntary agencies can take up 11,010 Adult Education Centres (at the rate of 30 centres per voluntary agency) to make 3.30 lakh illiterates literate.

Since the revival of the Scheme in

April, 1982, approval has been granted to 502 voluntary agencies and 26,545 Adult Education Centres to cover 7.96 lakh illiterates. On an average one voluntary agency runs 52 Adult Education Centres. The capacity may be increased to 60 Adult Education Centres and in some cases to 100 Adult Education Centres for more coverage.

Considering the strengths of the voluntary agencies and the past record of their participation in the Adult Education Programme in one form or the other, one cannot doubt that these agencies have potential to contribute a lot more towards the goal of removal of illiteracy by 1990. The need of the hour however is that these agencies do some introspection on their existing role, their management and financial position and then make a sincere attempt to make changes in their role in keeping with the requirements of the time and the new goals of the community and nation. Simultaneously Governments should also take steps to keep bad 'PUP' away from their door—with 'P' referring to the Precedent 'created long back and which is still being followed even though the environment and conditions have changed; 'Uniformity' in treating all voluntary agencies equally for fear of criticism (there is no harm if good voluntary agencies with capacity and infrastructure are given differential treatment in approval of projects); and final 'P' referring to Procedure/practices which need to be streamlined to avoid delays and to remove corruption.



Preparing Youth for Cooperative Development

Dharm Vir

Cooperatives with their commitment to the philosophy of democracy can be ideal for realising the accepted goals of adult education, namely, economic growth and general development of the people. The present article while discussing various activities being undertaken by cooperatives, especially of the youth, in different countries, appeals to those involved in the cooperative movement to make efforts to attract greater talent from the younger generation—a condition necessary for the survival of any institution or movement.

ADVANTAGES accruing from the involvement of youth in cooperative activities would be manifold. Through such activities younger generation can learn to work on the basis of mutual self-help. Through direct participation, they will be experiencing social and economic benefits from these activities and thus developing confidence in themselves and their cooperative movement. Because of the dependence on their parents most of the youth and the children can be said to belong to economically weak category of their community. So they can be attracted to cooperative ideas. In the long run, the cooperative movement will also be benefited when these youth and children will become adult members, leaders and employees of cooperative institutions.

Integrated Approach

Keeping such advantages in view, the agricultural cooperatives in *Japan* have set up special youth wings which carry out socio-economic and cultural activities for young farmers. Education of successors to farms is also conducted through agricultural youth organisations. As with women's organisations, these

are further sub-divided into specialised groups and educational activities are conducted according to the needs and interests of each group. The successors are also taught about the running of cooperatives, by making them observe the work meetings of the cooperative directors.

Most of the cooperatives have space and other facilities which can be utilised by the members of youth groups. These cooperatives have employed trained guidance workers to provide guidance and necessary assistance to members and the future members i.e. youth groups. It is well known that the conference hall and other facilities of the local cooperatives are usually made available to those young couples who agree to perform their wedding in a 'cooperative way' i.e. without incurring undue expenses on the ceremonies.

The cooperative youth work is considered as an integral part of the business activity of multipurpose cooperatives. In performing their task well these cooperatives get assistance from the prefectural level unions and business federations. Above all, the Central Union of Agricultural Cooperatives and the Ie-No-Hikari Association of Japan have special assistance programmes for development of youth activities. Ie-No-Hikari Association which is the publishing house of agricultural cooperatives of Japan has brought out special publications and other educational material for rural youth and children. The Association also has facilities for training of youth leaders.

The Agricultural Cooperative College of Japan run by the Central Union of Agricultural Cooperatives has long-term residential training course specially for rural youth sponsored by

member cooperatives. The costs for this course are entirely borne by the agricultural cooperative movement. After their basic training, these youths can be employed by the agricultural cooperatives and given further training while in cooperative service.

In the *Republic of Korea* Saemaul Undong (New Community Movement) initiated in 1970 has a special programme for development of rural youth with the help of agricultural cooperatives. Several Saemaul Youth Club (similar to 4H Clubs) have been organised. Agricultural cooperatives put emphasis on training of Saemaul Youth Club members in cooperative ideals and businesses. The National Agricultural Cooperative Federation (NACF) and the National Federation of Fisheries Cooperatives (NFFC) have also been managing a prospective Farmer and Fisherman Supporting Fund. The fund is meant for those youths who want to settle in rural and coastal areas.

In addition, the Agricultural Cooperative Junior College run by the NACF has a long-term training course for the benefit of rural youth pioneers sponsored by the agricultural cooperatives. These youth are given higher secondary education and training in cooperative methods and techniques and later employed by agricultural cooperatives.

In *Malaysia* youth development forms part of economic development programme of the country and therefore youths are prepared for their future role in economic development and nation building. Youths and school children have organised several cooperatives. The biggest of them and most successful one is KOBENA (National Youth Cooperatives). The School National Cooperative Society (KNS)

specially caters to the needs of school cooperatives in the country. The cooperative societies in Malaysia are United under the banner of an apex body—National Union of Cooperatives (ANGKASA).

In Sri Lanka noteworthy efforts to involve rural youth in production oriented cooperative activities have been made through cooperative farms and settlements. A significant step in this direction was the setting up of *Cooperative Village Settlements* (Cooperative Farms) in 1971 under the auspices of the Ministry of Agriculture and Lands. The objective of these societies was to raise the agricultural productivity level with the utilisation of unexploited rural *youth labour*, and provide rural employment. Members for this type of society must be youths between 18-35 years with an agricultural background, and living within a five-mile radius. The working capital comprised government grants and loans from commercial banks. Unlike in other farm societies in the country the land on which this society is established or, in other words, that which comes under it or under development, belongs to the cooperative society. The members, i.e., the workers, have to perform the functions allocated to each of the land which is collectively owned. Each gets a very small plot in a specified place to build a dwelling. Members get a daily allowance on the work done and are entitled to a second payment on the surplus from the products. It was decided to select either areas of about 200 acres or more, or, a number of blocks for each farm

In the selection of land for these special cooperative societies organised on an electoral basis, government land,

protected areas under the Forest Department or neglected private land were taken over by the Government Agent on the recommendation of the Member of the National State Assembly. The feasibility of the plan for each farm has to be scrutinised by a specialist group of officials of the Ministry of Agriculture and Lands. Schemes thus sanctioned are registered by the Department of Cooperative Development.

Since 1977, the National Cooperative Council of Sri Lanka (NCC) has been conducting a special programme for promotion of consumer education among rural women through the local Multi-Purpose Cooperative Societies (CPMSs). The programme was started on a pilot basis by the NCC with the help of Consumer Cooperative Guilds of Sweden and the Swedish Cooperative Centre (SCC). Under the programme women learn about thrift and savings, house-hold economics, balanced diet, consumer supplies, consumer protection and member participation in cooperative work. They also learn gainful occupations such as tailoring; embroidery, etc., and get engaged in income-generating activities locally started. Young women have been much benefited by the income-generating activities as they get a chance of gainful employment near their homes.

Encouraged by the achievements of Women's Consumer Education Project through cooperatives in Sri Lanka, the ICA and the SCC have been providing assistance for income generating and consumer education projects in India and Thailand. The experience of the ICA ROEC with field education and development projects in India, Sri Lanka and Thailand also indicates that cooperatives can attract and serve youths by

encouraging them to participate in local educational, developmental and income-generating activities. They can even reach rural poor and other weaker sections of the community effectively through such activities.

In *Australia* it was only in the mid 70s with deteriorating economic situation that an unprecedented interest was generated among the young people with regard to cooperatives. Many unemployed people and concerned community members began exploring new job creation methods, and for some the idea of worker cooperatives had tremendous appeal. Beginning, from the grass-roots the workers cooperative movement has grown to a stage where the state governments of New South Wales, Victoria and West Australia have decided to provide state support for cooperative programmes leading to youth employment. The Federal Government of Australia has also shown keen interest in creation of rural and urban based small cooperative enterprises engaged in production process.

As in case of consumer cooperative movement in United Kingdom, other cooperative movements in advanced countries have realised the value of involving youth and children in cooperative and educational activities. For example, consumer cooperative movement in *Sweden* has recently started a pilot project 'Young in the Coop'. The movement has opened the membership of selected primary cooperatives to young consumers and adjusted their business and social activities to meet their needs effectively. It is gratifying to note that young consumers are responding well to new arrangements being made by the consumer cooperatives. In

view of the positive experience gained from the project, the Swedish Cooperative Group has decided to let the K.F. (The Swedish Cooperative Union and Wholesale Society) assist those societies which are prepared to invest in young consumers and thus in their own future. During 1984, more than six consumer cooperatives have adopted new youth programmes. This has attracted over 4000 new members in a short period. In future, 10 cooperatives per year are expected to join the programme specially meant for younger generation. Efforts are also being made to ensure that a relationship of confidence is maintained in the long-term between the cooperatives and future consumer generation.

The Correspondence Course Institute (Brevskolan) of the consumer cooperative movement and other adult education bodies are keen to spread study circle activities among young Swedes. Youth groups are, therefore, assisted to organise study circles on topics of interest to them. At present, about 80% of the members of study circles organised by the Swedish Consumer Cooperative Movement are under the age of 25 years.

Coordinated Approach

In United Kingdom an autonomous Cooperative Youth Movement works as an auxiliary of the British Consumer Cooperative Movement. The international work of the Cooperative Youth Movement is undertaken by the members of the British Federation of Young Cooperatives (BFYC) in close collaboration with the International Cooperative Alliance.

The main objects of the movement are (a) to provide a common framework for educational, social and recreational work with young people in the Co-operative Movement, (b) to assist the individual to develop, in fellowship with others his qualities of personality and to take his rightful place in a democratic community and (c) in particular to teach the social significance of co-operation as a way of living.

Membership to the Units of the Co-operative Youth Movement are open to boys and girls in three age-groups:

— Co-operative Playways : 7-10 years

— Co-operative Pathfinders: 11-14 years

— Co-operative Youth clubs: 15-21 years

In addition, there is another voluntary youth organisation named as 'The Woodcraft Folk'. The programme of the 'folk' is one of active education, and each member has to pass a series of tests in camping, hiking, nature lore, first aids, health and physical fitness and citizenship. The 'folk' has always accepted the leader principle, but has made that leadership as democratic as possible.

In-School Youth

There are many school cooperatives active in rural areas for consumer supply and productive purpose in *France*. Such cooperatives became especially active after World War-I and helped in furnishing, equipping and decorating local schools. The school cooperatives in *France* are considered to be the best developed in the world. In 1956, they numbered 25,000 comprising more than a million school children. These cooperatives are democratic organisations like other cooperatives.

The members of these cooperatives work together in making articles, such as

toys, general utensils, embroidered and knitted pieces. They also take up gardening and afforestation of the nearby barren hills. Together they collect wild edible plants and fruits and medicinal plants, rubbish (scrap metal, etc.), small edible animals, etc. They also breed small farmyard animals like rabbits or pigeons. The goods thus collected or produced are sold and the profit is deposited in the cooperative fund. These cooperatives also often take up community activities, such as, theatrical performances and puppet shows.

The school cooperative movement is guided and coordinated by Central Board of School Cooperatives, Paris. The School Co-operative Congress is periodically held under the auspices of the Board which is actively assisted by the cooperative movement of adults in *France*.

In the *Philippines* the Bureau of Co-operative Development (BCOD), Ministry of Agriculture, has, in the past, taken the lead in the implementation of the Project "Integration of Co-operatives in the School Curricula." With the cooperation and collaboration of the Department of Education and Culture and the Philippine College of Commerce, the BCOD was able to establish two pre-conditions for cooperative education at all levels of the Philippine educational system—preparation of indigenous instructional materials adopted to the social, cultural, political and economic conditions of the Philippines; and the training of teachers in cooperatives.

In *Malaysia*, as in *France*, special school cooperative movement has been promoted by ANGKASA with the help

of Department for Cooperative Development and the Ministry of Education. During 1981-82 there were 349 school cooperatives having students, employees and teaching staff of secondary schools as members. Besides thrift and savings, these cooperatives have the functions of consumer supplies and canteen services. The School National Cooperative Society (KNS) Kuala Lumpur established in 1970 assist school cooperatives in procuring stationery, text-books and other educational materials.

In *India*, large scale efforts have been made to involve both student and non-student youths in cooperative education and business activities. The National Cooperative union of India (NCUI), the apex body of cooperatives in the country, formulated a scheme of cooperative education for youths, including student youths in the practices and potentialities of cooperation. Various State Cooperative Unions and educational institutions such as secondary schools, colleges and universities implement the scheme. Under the youth education programme, camps, group discussions, study circles, lectures, debates and symposia on cooperation are organised. The annual programme of inter-university Debating Competitions sponsored or organised by the National Council for Cooperative Training (NCCT) of the NCUI have been found to be very popular among the student youths. The debating programmes starting at the college or university level both in English and Hindi, culminate into national level debating competitions for students.

The National Cooperative Development Corporation (NCDC), and the Union and State Governments have been providing guidance, and financial

assistance to students' cooperatives in schools, colleges and universities. The Government has also sponsored schemes of supply of essential consumer articles to university and college hostels. It has formulated a scheme of common kitchen centres for university and college students through their consumer cooperative stores. The National Cooperative Consumers Federation (NCCF) renders technical guidance and assistance to more than 6000 student cooperatives of the educational institutions in different parts of India.

In Australia, India, Sri Lanka and Thailand also some efforts have been made to prepare both in-school and out-of-school youths for cooperative development. There are several registered and unregistered cooperative societies functioning in schools where Cooperation as a subject has also been included at the primary and secondary stages. In addition, special training courses on pre-cooperatives and cooperative management have been developed at higher levels. However, there is much scope for research and experimentation in developing suitable approaches, curricula methods and techniques for effective cooperative education of youth.

Supporting Services to School System

The governments and the cooperative movements in the Philippines, Malaysia, India, Australia, France, Poland, United Kingdom and Canada have paid special attention to cooperative education in schools and school cooperatives. The movement in the Philippines has developed special set of text books and other educational materials for primary and secondary schools. The Education Department of Cooperative Union

Limited, Loughborough (U.K.) has produced well illustrated booklets and a package for schools entitled 'Cooperation'. The Education Department of London Cooperative Society Limited started a Schools Information Service for supply of information and educational materials supplementary to school curricula.

The Cooperative College of Canada has recently brought out comprehensive manuals and educational materials for teaching cooperation in schools. The manual entitled *Cooperation and Community Life* is for primary school teachers. It includes cooperative games for children and exercises on community life. The manual entitled *Coopérative Outlooks* includes a series of case studies on cooperation and cooperatives, and lays emphasis on the use of participatory techniques for teaching/learning Cooperation in secondary schools. The manual concludes its introduction with the following remarks:

"Traditionally, our educational system has emphasised the role of the individual against the forces of the physical, economic and social worlds. Rarely has cooperation, group processes, and the principles behind the development of cooperatives as an alternative business and social arrangement been sufficiently investigated in the school. If one concedes both the viability of cooperatives and the need for cooperative human behaviour, then it must be deemed imperative for an individual studying our society to be made aware of the roles that cooperatives and cooperation have played and are presently playing in meeting human needs. With this awareness students may understand more fully the development and evolution of our society and be more capable of

making choices about their roles in its future development".

Arrangements have also been made for teachers' training in the methods and techniques of cooperative education in schools and management of school cooperatives in these countries.

Cooperation at the University Level

The Consumer Cooperative Movement has spread among university and college students in different countries of South-East Asia. Some of these countries are Japan, India, the Philippines, Thailand Malaysia and Singapore. The University coops which actively involve students and the teachers in this practical form of cooperation serve the University communities by supplying text-books, stationery, food, groceries, textiles and sports goods. The campus life of university having a cooperative has been enriched considerably. Canteen services provided by the university coops have been found very popular and effective in terms of quality and prices. They have also succeeded in popularising cooperative movement among students and the teachers. The active members of these cooperatives have contributed to development of leadership qualities, which become beneficial to the community at large. Several of these universities have also been teaching Cooperation as a part of subjects like economics, commerce, management, etc. and some of them are engaged in teaching cooperative management courses at the graduate and post-graduate levels.

University Coops in Japan

In Japan the Consumer Cooperative Movement has established deep roots among the student community. Over

three quarters of all state run universities and colleges have University Coops. Approximately 41% of all students and teachers in universities belong to the movement and wherever University Coops exist, the participation ratio is above 80%. The Tokyo University Coop which is the pioneering organisation has 99.7% of students and 90% of teachers and non-teaching employees as members. Most University Coops are affiliated with the National Federation of University Coop Association (NFUCA) and carry out their activities jointly on a nation-wide basis as an effective movement. The number of NFUCA affiliated Coops, at the end of March 1982, was 152 of which 148 were primary Coops at 142 universities and 4 were secondary societies for joint regional purchasing in different parts of Japan. University Coops are voluntary organisations of all those who study and work at the campus. They are run and managed by their members in a democratic manner and are administered under the Consumer Livelihood Cooperative societies Act 1948 of the country.

A large number of citizens' consumer cooperatives in Japan have been initiated by university students in their community after the completion of their education. They provided leadership and management experience to cooperatives in their communities. More than half of the existing members on the Board of Japanese Consumer Cooperative Union (JCCU) are persons who were earlier very active members of university cooperatives.

Conclusion

It may thus be seen that the cooperative movements, youth organisations and the governments in different countries have adopted different approaches for preparing youth for cooperative

development. In countries like France, Malaysia and the Philippines much effort has been made to involve youth and children through the school system and formal organisations. In other countries such as, Japan, Republic of Korea, Sri Lanka and Sweden a more informal and direct approach has been made, The governments and youth organisations in different countries are also engaged in the promotion of cooperative activities which are mainly production oriented.

A comprehensive approach is possible by working out linkages between youth work of cooperative movements on the one hand and, women and youth organisations on the other and also other agencies engaged in youth welfare and development. Youth and women organisations can play a very important role in the field of consumer protection, education and cooperation in Asia through well organised efforts.

The discussion paper prepared on behalf of the ICA Women's Committee and presented at the joint Women's and Education Conference held at Hamburg on 12th October 1984 argues that there should be universal compulsory primary and secondary education for both boys and girls and that it is within schools that children should learn about *cooperative values, theory and organisation*.

While some efforts have been made to produce guidelines, manuals and training packages and other educational material for teaching, learning Cooperation in schools and colleges, there is an urgent need for developing effective curricula and production of effective material based on participatory approach. There is also a need for teachers training in methods and techniques of cooperative education and management of school cooperatives ●●●

Non-formal Education for Illiterate Adults in Rural Areas of West Bengal-A Study

D. Mahanta

OF late there has been a great emphasis on non-formal education, and the possibility of achieving the objectives of our Adult Education Programme through it is increasingly being explored. The author, with the support of the University Grants Commission (U.G.C) undertook a study with the following objectives.

- Identification of the essential needs of 'learners' and also of the local communities in West Bengal; and
- Development of a need-based curriculum and the related teaching-learning material of non-formal nature for the learners and the communities concerned.

Project-area

One rural Block (Gangajalhati), in the District of Bankura (West Bengal), with a coverage of 371.2 sq. km (including 165 *moujas* and 10 *Anchals*) and with a literacy percentage of only 35.6%, was selected as the project-area. This rural Block constituted the 'base' of the project-study, although an attempt was subsequently made to include three more areas: (1) rural area of the District of 24 Parganas; (2) one

The present study conducted in the rural areas of West Bengal, with the support of University Grants Commission, is an attempt to identify the essential needs of 'learners' and also of the local communities with a view to developing a need-based curriculum and the related teaching-learning materials of non-formal nature for them.

urban-adjacent area around the Greater Calcutta Region and (3) one urban area proper within the Calcutta Corporation—all belonging to the State of West Bengal. The areas included later were considered as only 'side-samples', just to supply confirmatory evidences, when so needed, by way of comparison and contrast.

Survey-work

The survey-work in all these areas was done with great difficulty, and cooperation of the local people of different strata belonging to Government establishments, social service organisations, educational institutions and other interested persons was sought. The survey of the base-area (i.e. Gangajalghati) preceded by a preliminary status-study made with the assistance of the local Block Development Office and the J.L.R. Office, was conducted village-wise, in order to collect relevant data directly from the primary source, namely, the illiterate adults of the age-group 15-35 (as individuals) and the clubs, societies and Associations of the locality (as groups).

The 'tool'

The 'tool' used for the purpose of recording the survey-data was a suitably designed sheet with a few broad categories to procure 'information' with regard to the following.

—Identification of the village, *mouja* & *Anchal* types of functions (activities and work), being done or intended to be done by the 'individuals' (i.e. the illiterate adults) and also their felt 'needs' with a view to removing the 'difficulties' in this regard

—Types of functions (activities and work), being done or intended to be

done, by the clubs etc. (i.e. the organised groups) and also the 'difficulties' that they faced.

—Work-programmes or developmental activities of the public as well as private organisations, on a large scale.

The Sample

The extent of the survey and the related samples covered were as shown in Table 1. (The sample comprised both men and women, in the ratio of 53:47).

Table 1

Samples	No. of Villages or Wards	No. of individuals or illiterate adults)	No. of organised groups i.e. Clubs, etc.
Base Sample-Bankura (Rural)	72	13,488	119
Side Sample-24 Parganas (Rural)	55	11,311	19
Side Sample-Urban Adjacent	30	10,195	122
Side Sample-Urban proper	18	8,096	94

The coverage, in terms of percentages of the related 'population', so far as the 'Base Sample' was concerned, came out to be 16.8% (i.e. about 1/6).

Analysis and the Findings

The survey-data, thus collected, were properly tabulated under different sections and then percentages were drawn. The analysed figures of the base-sample were, as and when required, compared with those of the three side-samples.

After a thorough analysis and comparative scrutiny, the following findings were arrived at:

I. The items, as noted in Table 2 could be taken as important 'clues'

towards building up the desired 'need-based' curriculum of non-formal education. (The degrees of positive response are given within brackets.)

Table 2

Types of work (to be considered)	Problem or Difficulties (to be kept in view)
(1) Cultivation (19.79%)	
(2) Cottage Industry or Home Craft (16.5%)	(a) Want of money (31.6%) (b) Dearth of opp- ortunities (20.85%)
(3) Small Trade or Shop-keeping (11.07%)	(c) Lack of Educat- ion (14.51%) (i.e. learning and work- skills)
(4) Govt. or Semi Govt. Service (26.56%)	
(5) House- keeping. (For women only— 21.25%)	

II. Formation of 'functional Groups' around the activities that could be related to 'needs' and 'interests' of the prospective 'learners' was to be treated as an immediate task.

III. Type of activities, as noted below, should be organised in the form of, say, co-curricular section of the non-formal education programme, as these would very well reflect the needs and interests of the community-life in the area: (i) Physical, (ii) Cultural, (iii) Welfare and (iv) Socio-political

(The criterion-index for the selection of the above items was taken to be the minimum of 10 per cent positive responses, on the part of the related 'individuals' or 'groups' of the Samples)

Outline of the Envisaged Educational Programme

The procedure for building up 'need-based' Curricular programme around the *five* principal clusters, (Finding I) as obtained from the study, in respect of 'Individuals' and the *four* important clusters (Finding III related to 'Groups') were then illustrated, in outline forms, showing how a particular 'Cluster' could be systematically divided into a few 'Packages', how a particular 'Package' could subsequently be subdivided into a few 'modules' and finally how a particular 'module' could be broken up into the corresponding 'capsules'.

For instance, the cluster of 'Cultivation work' might be divided into a few Packages like (1) Extent of cultivable land and its distribution, (2) Soil, (3) Crops, (4) Fertilisers, (5) Irrigational facilities, (6) Equipments and Appliances (7) Farming procedures, (8) Insecticides, etc. The related 'modules' and 'Capsules' under each of these 'Packages' might, therefore, be structured like Land-records, Land Survey Report, Land Reforms Act, Land-utilisation Schemes, etc. under (1); types of soil, types of crops and plants or types of fertilisers suited to each of these types of soil, etc. seasonal cultivation in different types of soil, etc. under (2); kinds of crops and their varieties, cultivation time for different types of crops and the 'related inputs', nature of 'Nurturing' to be arranged, etc. under (3) and Similarly for the packages (4), (5), (6), (7) and (8).

The Cluster of 'Cottage Industry or Home Craft, might likewise be suitably divided into a few packages like 'spinning and weaving', dyeing, wood work and metal work, bamboo work and

leaf work, sewing and needle work, toy-making and other decorative crafts, preparation of mollases and milk-made food, etc, and these 'Packages', again, might be subdivided into the corresponding 'modules' and 'capsules'.

The Cluster of 'Small Trade or Shop-keeping' might first be divided into a few packages like Paddy and Paddy-husking, rice and its products, milk and its products, sale of locally produced goods, Stalls (tea & snacks, ready-made garments, sweets), shops (*bidi & pan*, Stationery goods, tailoring goods), Repairing shops, Haircut saloons, Laundry work, etc. and thereafter each be subdivided into the corresponding 'modules' and 'capsules'.

The Cluster of 'House-keeping' might first be divided into major functions of a housewife like keeping the house, the rooms and the kitchen, clean and tidy, arranging the household materials in an ordered manner, cooking simple but nutritious food, balanced diet, health-measures and health-habits, balancing the family budget, kitchen garden, family welfare and planning, neighbourhood relationship, socio-cultural family practices, avoiding gossiping, etc.; and the related sub-functions under each package might subsequently be arranged in the form of 'modules' or 'capsules'.

In the same way, again, the clusters of co-curricular activities under Physical, Cultural, Welfare and Socio-political,

might be grouped into a few packages under each, games and sports, physical exercises, gymnastics under 'Physical', socials, recreational activities and festivals and celebrations under 'cultural', family planning, social service, relief work, cooperative undertaking under 'Welfare', and civic duties and responsibilities, awareness of rights and socio-economic consciousness under 'Socio-political'. These, in their turn, could each be suitably subdivided into the corresponding 'modules' and 'capsules'.

In conclusion, it may be said that non-formal education programme should be treated as a social enterprise with immense potentiality. If the programme is drawn around the present 'life and living conditions' of the target community, motivational support would perhaps be ensured. There is, of course, need to take certain concrete steps immediately for relieving the afflicted sections of the population of their financial problems and the dearth of opportunities with regard to the same. But perhaps the most crucial factor on which the success of such a project would depend is the strong will of the people, and the involvement of the whole nation. We may also require a new planning procedure, a renovated administrative system and changed concept of education as participation.



EDITOR'S MAIL

Sir,

I was very happy to read the article 'Growth of Literacy in India' (*IJAE*, January 1985, Vol 46, No. 2 pp 21-237) by Dr. B. Janadhyaala Tilak. However, I am surprised to find two contradictory findings. One on page 22 stating that rate of growth came down from 5.67% during 1951-61 to 4.18% in 1961-71 and marginally increased during 1971-81 to 4.55%. You have attributed that National Adult Education Programme (NAEP) did not produce significant result in 1971-81 decade.

However, on page 23, you have mentioned that in the 15-35 age group the rate of growth of literates was 5.39% in 1971-81 a period characterised by intensive efforts to eradicate adult, literacy compared to 4.44% during 1961-71. You have yourself stated this as 'indeed impressive'. This second part of your observation does not validate your first observation of NAEP producing no significant results. I hope, you will clarify this sweeping generalisation of yours which does not seem to be correct or fair to NAEP. While facts are facts they should not be used to derogate our momentous efforts at any stage.

Ramlal Parikh
Vice Chancellor
Gujarat Vidyapith

Sir,

Professor Ramlal Parikh feels that I attempted in my short paper on 'Growth of Literacy in India' "to derogate our momentous efforts" with regard to National Adult Education Programme (NAEP) in India. This is not the case. In the short paper, I just tried to show that NAEP's achievements have been

confined to the adult population of the age-group 15-35, and NAEP could not produce any significant results with respect to the whole adult population or that of 15-59 years. Since the main target of NAEP constitutes adult population of 15-35, its performance should nevertheless be appreciated.

But I would be content, if the underlying phenomenon of my analysis is noted, with which I am indeed more concerned. The underlying wider phenomenon relates to our increasingly narrower conceptualisation of scope and definition of minimum needs. I have taken adult literacy as an illustration to explain this phenomenon in my paper.

Now take, for instance, the problem of poverty and under-nutrition. The minimum number of calories required in order to determine the poverty line is being increasingly minimised and concepts like 'tolerable level of human existence' and 'destitutes' are coined essentially to show that the size of the problem of poverty is not high, and that we can be content with providing a lesser quantity of minimum needs to the people.¹

Similarly, serious debates are now taking place with respect to the minimum quantity of compulsory education that should be provided to all children. While modern rapid development requires larger and larger quantum of education for every child, we draw support from 50 year old recommendations of no doubt eminent thinkers like Perulekar to argue that we do not need to provide 8 years of compulsory elementary education; rather half the amount would be sufficient.² Fortunately, there is no consensus on this issue. But the revived debates for reducing the quantum of compulsory education by

about half totally ignore the needs of development, a matter of indeed common sense, on the one hand, and on the other the abundant research that identified a threshold level of education which has a strong and significant relationship with development.

On the same lines, unfortunately we successfully narrowed the scope and definition of adult population from 15+ to 15-59 and further to 15-35, for the purpose of adult education/literacy programmes, and now we say that we should be proud of our achievements of our programmes like NAEP, as Professor Parikh argues.

To me, all this reflects our open refusal to face the situation squarely and to accept our failures in our developmental efforts. Rather, such a trend of development in thinking helps us a lot in hiding the size of our unfinished tasks and to boast of our meagre achievements.

Janadhyala B.G. Tilak
Fellow

National Institute of Planning
and Administration

* The views expressed here are personal, and do not necessarily reflect those of the organisation where the author is working.

1. The Dandekar—Sukhatme—Rao debates are famous in this regard. See, for instance, V.M. Dandekar, 1981: "On measurement of poverty", Kale memorial lecture; Pune, Gokhale Institute of Politics & Economics, mimeo.

2. See John Kurrien (1983): *Elementary education in India*, New Delhi, Vikas; and Anil Barodia (1985): "Return to the roots—an alternative policy frame for primary education", paper presented in the J.P. Naik National Seminar on Alternatives in Education, at Pune, Indian Institute of Education, mimeo.

ADULT EDUCATION NEWS

IAEA Organises Regional Conference on Adult Education in Guwahati

A call was made to the students youths and teachers to conduct campaigns for the promotion and development of adult education all over the country. This call was made at the conclusion of the Eastern Regional Conference on Adult Education organised by the Indian Adult Education Association in collaboration with the Directorate of Adult Education, Government of Assam held at Guwahati from June 15-17, 1985. The valedictory address was given by Prof. J.M. Choudhary, Vice-Chancellor, Guwahati University and the function was presided over by Dr. S.C. Dutta.

Dr. Choudhary commended the initiative of the IAEA in convening this conference of adult educators of eastern and north-eastern region to mobilise their resources to make a concerted, coordinated and integrated attack against adult illiteracy and for promoting adult education as a continuing programme.

Dr. Dutta urged the institutions of higher learning, universities and colleges to join hands with the voluntary agencies and government departments to achieve the national goals of eradicating illiteracy and reducing poverty and inequality by the turn of the century. He suggested that a state level agency for adult education be set up. An ad hoc preparatory committee should be set up with the Vice-Chancellor as President and Mr. Kalita as Working Chairman with one of the life members as convenor. Prof (Dr.) K.L. Bhowmick of the Dr. Bidhan

Chandra Krisbi Vishwavidyalaya, Kalayani presented the report and the recommendations of the Conference which were accepted unanimously.

Shri N. Ngully of Nagaland proposed a vote of thanks.

Shri Nanidhar Kalita, Additional Director, Adult Education, Government of Assam also addressed the valedictory function.

The Conference, attended by 52 persons from the States of Orissa, West Bengal, Nagaland, Manipur and Assam was inaugurated on June 15 by Shri Mukut Sarmah, Minister of Education, Assam at Union Hall of the Cotton College, Guwahati. He said "Youth is a vast energy of the nation; if it can be harnessed properly, the development of the country would be much easier, and added that the sacrifice made by them in the struggle for freedom was a matter of pride to every Indian and we must mobilize this vast reservoir of force towards constructive programme of adult education".

The Education Minister said that the role of adult education is to make every citizen conscious of his obligations to the society and the nation for achieving the aims of development plans.

Shri Luis Islary, Minister of State for Education also addressed the conference. He said that Assam Govt. had already taken steps to mobilise resources to cover the state target of 32.45 lakh illiterates in the age-group 15-35 years by 1990, and would do more, as we believe that in the absence of literacy, socio-economic development is not possible.

Shri Satyen Maitra, President of the Eastern Zone of the Indian Adult Education Association presided and Shri J.C. Saxena, Hony. General Secretary of the Association welcomed the guests and the participants. Shri Nanidhar Kalita also addressed the session.

Shri Saxena stated that the Indian Adult Education Association was fully alive to the need of training of key-level functionaries in the field of Adult Education of this Region and, therefore, it proposed to organise with the help and cooperation of state Governments and voluntary organisations a Regional level training programme in West Bengal and state level training programme in Orissa, Assam, Manipur, Nagaland and Sikkim.

The delegates, representing the Government of India, State Governments, Union Territories' Administrations, Universities and Voluntary Agencies, constituted a group by themselves and deliberated on the following four topics:

- (i) Problems and prospects of Adult Education in the North Eastern Region of India;
- (ii) Coordination and cooperation among the different agencies involved in Adult Education;
- (iii) Linking Adult Education with Development; and
- (iv) Involvement of Students and Youth in Adult Education.

The session which discussed topic I was chaired by Shri D. Sharma. The discussion was initiated by Dr. K. L. Bhowmick and was elaborated by a panel of speakers consisting of one representative from each of the participating states and Union Territories. The Rapporteur was Mr. Rafidul Islam.

The second session which took up topics II and III together was chaired

by Shri. N. Kalita. The topics were introduced by Shri J.C. Saxena and Dr. S.C. Dutta. The rapporteur was Shri Nimai Roy.

The third session which dealt with topic IV was presided over by Shri Satyen Maitra. Dr. B. Talukdar initiated the discussion and Dr. (Miss) Sulekha Devi Chakravorty acted as the rapporteur.

Arising out of the discussion the following recommendations were made:

1. This Conference reiterates that adult education should not be equated with merely adult literacy but be regarded as a means to an end—the end being reduction of poverty, lessening of inequality, assuring economic self-reliance and working for growth with social justice.

2. This conference recommends that steps be taken to evolve and adopt measures for involvement of students/teachers and youth to conduct the campaign for generation and continuation of the adult education movement all over the country. It is also felt by this conference that the services of the students and youth be utilised for various facets of adult education programme, namely, dissemination of development information, monitoring and evaluation, imparting of social education and enrichment of quality of life through cultural actions.

3. This conference strongly feels that a special emphasis be made to develop situations and techniques for encouraging people's participation in people's programme through organised efforts.

4. This conference recommends that steps should be taken to set up State Resource Centres and Shramik Vidyalpiths in States and Union Territories

where such institutions do not exist. Measures should also be taken to strengthen the existing State Resource Centres.

5. This Conference strongly recommends that in the plan allocation and execution of adult education programme, a major focus should be on women's education and their development so that they can play an active role to bring about socio-economic improvement in the life of the Region.

6. This Regional Conference strongly feels that in those States and Union Territories where a State or Union Territory level adult education Association does not exist immediate measures should be taken to form such organisation for promotion of the cause of Adult Education.

7. Having reviewed the literacy situation in the different States and Union Territories in the North Eastern Region:

- (i) The conference feels that much greater effort is urgently called for accelerated coverage by the adult education programme;
- (ii) the conference feels that for this purpose the voluntary agencies and Universities should play a greater role than hitherto. It is essential to enlist the services of a much larger number of voluntary agencies in this task;
- (iii) the current procedure for sanctioning grant-in-aids and releasing funds to Voluntary Agencies should be simplified in order to cut down delays, particularly in case of continuation of project already sanctioned.

8. The Eastern Regional Conference is firmly of the opinion that there is need for greater inter-Unit cooperation

among different States and Union Territories in eastern part of the country to mobilise resources in terms of materials, services and technical expertise for furtherance of adult education programme through mutual support and collaboration. To achieve this objective, this conference is of the opinion that certain concrete measures should be taken right now.

(a) An Adult Education Resource Directorate for this Region should be compiled by the Indian Adult Education Association with full details and particulars about (i) the institutional facilities for training, workshops, research and evaluation studies, etc. (ii) resource personnel with technical competence as trainers, writers, illustrators, material makers, surveyors, researchers, evaluators, performing artistes and other eminent personalities and experts of adult education, and (iii) instructional and learning materials such as printed books, charts, audiovisual materials, projected and non-projected aids, software materials for radio and television etc.

(b) A bi-monthly newsletter covering the various activities, programmes, decisions, success-stories, innovative measures etc. pertaining to adult education movement in this region be brought out by the Regional Chapter of the Indian Adult Education Association.

(c) Regional as well as state-specific training programmes, orientation courses etc. be organised from time to time by the Regional Chapter of the Indian Adult Education Association with the active cooperation and collaboration of Governmental and non-governmental organisations.

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all individuals and institutions who believe in the aims and objectives of the Association.

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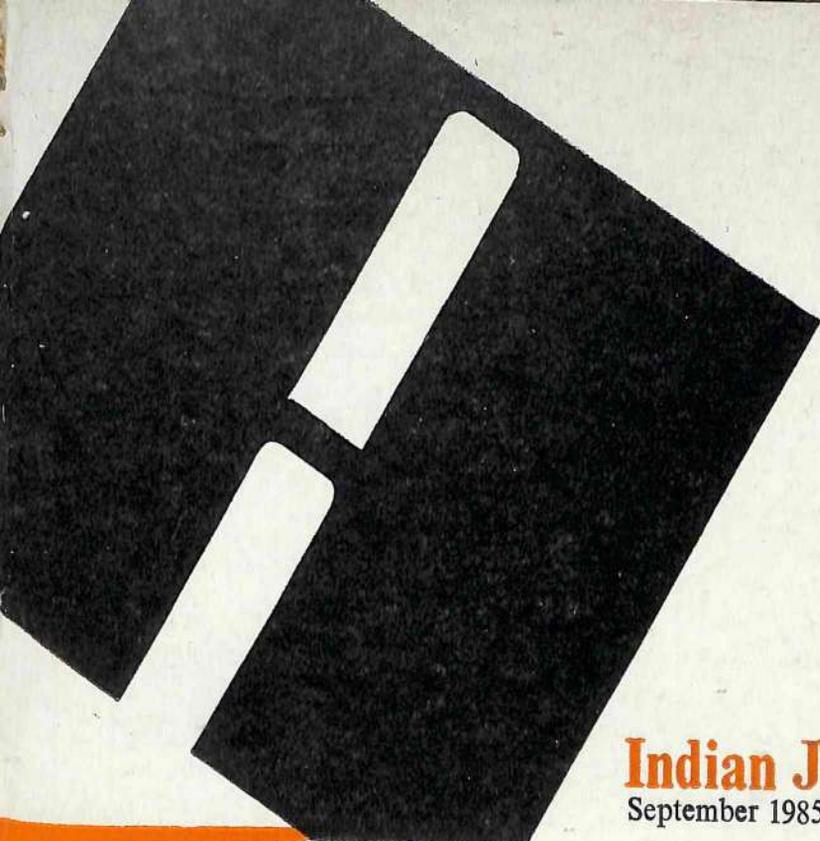
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ADULT
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Indian Journal of
September 1985 Vol. 46 No. 9

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*'Role of Adult Education
and Mass Media in
Civic Education'*

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RAINBOW OR CLOUDS?

The Case of the Indian Mass Media

The communication technology boom is upon us in India as elsewhere. It is obvious it has been a case of "to soon and too sudden" from the point of view of preparedness of all concerned—the producers, the managers, and above all the audience. This unpreparedness assumes a poignancy if not a sense of concern in the light of the fact that the mass media promises a never-before-opportunity to mould the minds of men for their own enlightenment, edification and above all for their joy and happiness—unhappily we are not entirely ready for it.

The record so far of the radio and television has been pretty dismal. One cannot however be so severe about the newspapers. Nevertheless mass media have been essentially elitist in character and continue to be so. While it may be different with the newspapers the radio and television are in a conformist mould, notwithstanding some recent efforts to be different and daring. As G.N.S. Raghavan says Doordarshan has reduced itself to an extension agency of the Indian film industry. Conformism in television and radio are not surprising because the entire leadership is with the bureaucracy and as we all know bureaucrats know the fine art of not going wrong for they essentially are good at keeping things going as they are. Change is an anathema to them. There may be bright and welcome exceptions but the system has not sufficiently changed to be meaningfully involved in the change process itself.

Given this not so inspiring a background and ethos what is the record and future potential for adult education and civic education through mass media? The past as already indicated has been a case of nothing-so-special-to-write-home-about. The future presents a mixed picture. There are elements of promise but pitfalls are too many for real comfort.

In the papers in this issue, writing against the background of historical and contemporary experience B.B. Mohanty pinpoints the poignant reality of the 'forgotten' people in the whole outlook, programme and quality of the mass media. The poor, the indigent lay by the way side. The people who need adult and civic education are being bypassed by both a systemic inadequacy and failure. V.N. Kakar raises the pertinent question against the background of people's helplessness to change things—"does not their surrender amount to their participation in their exploitation?"—with telling effect. Such an approach has not found place in mass media all these years. J.S. Yadava observes in his research analysis that consumerism and individualism are the dominant value thrusts in the media fare and adds that not only it is urban based but also more significantly that it is essentially class media. Kumud Sharma, analysing the place of women in the mass media, finds some disturbing elements in the media as a whole. It projects the women in the most blatantly distorted manner, that ensured the degradation of women for centuries. While she welcomes the emerging realism in the media, she pleads portrayal of realism for improving people, especially women.

Given the above analysis and understanding, what chances have adult education and civic education (the latter being a part or aspect of the former) in the emerging mass media of the day. The positive answer for this is really threefold. 1 Build on the strength of the system such as it has. The vast network needs to be expanded, improved and strengthened with decentralisation as the new critical effort, and build into it professional competence of both soft and hardware. This needs well thought out professional manpower development. As part of this the critical leadership of the media must shift from the bureaucrats to the professionals. 2 Adult education and civic education as programmes must come into their own. Those who are involved in adult education should grow in competence and confidence (one cannot help making the disturbing observation, that those who organise and run the mass media do not look to adult educators for their expertise). This is the time for heart-searching and doing something about it, on the part of adult educators. 3 Software development is the critical need of the hour and needs to be visualised in a dynamic and relevant framework. This is not very much in sight. If we fail here, the mass media may will be buried ten fathoms deep. Can the adult educators with the programmes for civic education rise to the occasion? Lacuna in software is a multi-disciplinary responsibility of not only media people and adult educators but of the whole social science community. The latter are conspicuous by their absence. Further it may be added there is not much hope in the immediate future for television and radio until they

become autonomous. But there are rainbows in the sky—when the Minister facing ordinary people before the television screen, gets x-rayed. Some come through with aplomb and some are really shown up; or when Rajni questions the wrongs everywhere in systemic and entrenched forms. This is like fresh air in an otherwise disappointing world of the mass media. There is some hope as for the image building of national leaders by the television and the radio—with the zest which is as intolerable as it is disturbing—is concerned. The Prime Minister is reported to be unhappy about it. Let us hope the sedulous image building stops and the leaders are denied the narcissistic delight which they were enjoying, for effective and responsible use of the mass media.

These few positive developments, let us hope, will help to change the system. Any real sustainable change however cannot come from the top. It must come from below which means adult education of the audience and by the audience is the imperative need of the hour. With this one should start seeing rainbows in the sky.

Concepts of 'Civic Education'

G.N.S. Raghavan

THE scope of 'civic education' tends to be perceived, by those engaged in or organising it, in one of two ways: narrowly, if the aim is to promote social harmony and marginal improvements within a given political-economic order; and with amplitude if the aim is to promote conscientisation and the bringing about of desirable structural changes.

Socialisation and conscientisation are the two streams of communication (of which civic education is part) simultaneously at work in any society. The latter is sternly discouraged—though it cannot be suppressed altogether—in non-democratic systems, whether of colonialism, dictatorship unadorned by ideology, or fundamentalism whether religious (as in post-Shah Iran) or secular (as in communist countries). The narrow concept of civic education is non-controversial, and apt therefore to be described as 'non-political', while civic education in the broad sense which promotes critical reflection is unavoidably political, though not necessarily in a party sense, and will not shy away from controversial issues, not excluding such sacred cows as military expenditure and foreign relations which claim protection from close scrutiny and public debate under the plea of 'national interest'.

"Civic education in the broad sense which promotes critical reflection is unavoidably political, though not necessarily in a party sense, and will not shy away from controversial issues... (and) in the circumstances of a developing country may well be described as development Communication."

In mature democracies like the U.S.A. and the U.K., with all their imperfections, civic education is a concept of vast scope. Non-formal education of public opinion on issues of public interest is conducted mainly through the media of mass communication, whose coverage is very extensive. The American media are all privately owned, by interest groups ranging from conservative business men to universities and local communities. This ensures the presentation of information and analysis from a variety of viewpoints, on issues of public importance whether they relate to foreign relations, domestic economic and social problems or municipal affairs of local interest. The citizens are thereby helped to form informed judgements and to secure changes in government policies or municipal programmes through the pressure of public opinion. Among major examples of media initiatives in civic education are: the notable contribution made in the fifties by the TV journalist Edward Murrow of the C.B.S. in freeing American public life, and the universities in particular, from Right-wing witch-hunting by Senators McCarthy and McCarran who sought to brand all liberals as Communists; vivid coverage of the horrors of the Vietnam war which hastened the end of the American involvement; and exposure of the Watergate scandal which eventually forced the resignation of a President.

In Britain, radio and television are publicly owned and subject to direction by the government. But the power to issue directives is rarely exercised. The British Broadcasting Corporation is an autonomous body run on professional lines and free from day-to-day depart-

mental control by the political party for the time being in power and from the permanent bureaucracy. An outstanding example of courageous civic education in the sphere of foreign relations, running counter to the all-too-common jingoist sentiment of 'my country, right or wrong', was the B.B.C.'s presentation of the viewpoint of both sides during the Falklands war between Britain and Argentina. The recent cancellation by the B.B.C.'s board of governors of a proposed telecast on violence in Northern Ireland, in response to a demand to that effect by the British Prime Minister, is an exception that proves the rule. The storm of protest against the decision, from large sections of journalists and persons in public life, shows the extent to which the people of Britain have come to expect from the B.B.C. a fair and fearless presentation of controversial issues.

In the Communist countries the communication media are an arm of the total State, like the trade unions and the judiciary. They are free only in name. When the media mount a campaign of exposure and criticism, it is under instructions from the State when it wants to correct social evils that have assumed serious proportions. Campaigns of civic education have been mounted by the Soviet Press in recent years on the problems of alcoholism, fraud and embezzlement in economic enterprises, and the growing incidence of unwed motherhood among school-girls. In Poland—before the banning of Solidarity and the imposition of martial law—the Press exposed the corrupt life-style of the head of the country's radio and television organisation. The general rule in Communist countries is that the party's leader, and

its policies as shaped by him, can be criticised only post-mortem (as when Stalin was criticised by Khrushchev and Mao by his successors) or after his removal from leadership (like the criticism of Khrushchev subsequent to his fall from power). Most of the time, civic education in the Communist countries is of the narrowly conceived, conformity-promoting variety, stressing the duties rather than the rights of citizens.

In India till four decades ago, when the country was under British rule, the scope of civic education as understood and popularised by the rulers was narrow: not committing nuisance in public, the evil of domestic hoarding of foodgrains or kerosene in a situation of war-time shortages, the need to observe the queue system, not throwing litter on the streets, and the like. It is understandable that such a non-political concept of civic education should have been promoted by officials when the people of India were subjects of a foreign power, not citizens of a sovereign State.

One might have expected those in authority after independence to have a wider concept of civic education, in view of the incorporation in the Constitution of justiciable Fundamental Rights and egalitarian guidelines in the form of the Directive Principles of State policy; also in view of the enactment of extensive socio-economic legislation, at the national and State levels, for land redistribution, fixation of minimum wages, punishment of the practice of untouchability, marital and property rights for women, etc. However, perhaps because of manifestations of popular folly such as the communal rioting that accompanied the sub-continent's partition and has continued

to erupt now and then, the regional animosities that marked the linguistic reorganisation of the States, and the tendency for the expression of group grievances to take a violent turn, those elected to public office have tended to emphasise the duties of citizens—witness the sermons delivered day in and day out by political leaders many of whom turn out to have feet of clay themselves.

It used to be said of the British that, by projecting the image of a parental (*maa baap*) State, they inculcated among the people an attitude of dependency. The propagation of a welfare State after independence has had a similar, even if unintended, effect. The officially run media of radio and television, the newsreels and documentaries of the Films Division which has a virtual monopoly of the short films shown compulsorily in cinema houses, and to some extent even the Press, have been projecting the successive Prime Ministers and various Chief Ministers as saviours rather than as holders of delegated authority who are answerable to the people. It is to the credit of the Prime Minister and his wife that they visited some remote and backward villages of central India to ascertain conditions there at first hand. But the pathetic conditions fatalistically endured by the villagers, and brought to light now, are a commentary on the lack of civic education of the poor and exploited people of rural India in their rights under various laws, and development programmes, framed ostensibly for their benefit. Without awareness of their rights, they remain unorganised and unable to exert their collective strength.

The immense potential of the electronic media for promoting adult literacy

and social education has not been tapped. This is because they have been treated (except for a token provision of community listening and viewing) as marketed services available only to those with the means to purchase them, and not as essential services like education or public health for widespread social consumption. In the result, radio and television have grown mainly as providers of government-oriented information and entertainment to the urban rich and the middle class, both white-collar and blue-collar. This is being done at great expense to taxpayers and taxes are paid every time by anyone who buys a match box, a bottle of kerosene or some sugar.

The contribution of All India Radio to civic education is small, and of Doordarshan negligible. A.I.R. stations put out programmes which give information to farmers on the weather and advice on agricultural practices; similar information on Doordarshan is area-specific only in the case of the few centres which have programme-making facilities, and the dissemination of Delhi's Krishi Darshan by the hundred and more relay transmitters all over the country is an enormous waste of telecast time. A second contribution by the electronic media is their promotion of family planning. The third is the airing of citizens' grievances regarding potholes on roads or street lamps that do not burn, as in the Zoonadab series of Srinagar and similar programmes from some other stations of A.I.R. Doordarshan, being much more elitist than radio, airs the problems of those who use taxis and LPG cylinders. It also telecasts Films Division documentaries or its own programmes on the why and how of voting by all eligible voters, queueing

at bus stops, the evil of ticketless travel and other such non-controversial themes.

As for feature films they are in the private sector and are overwhelmingly oriented to the box office and therefore to entertainment, appealing to the lowest common denominator of popular taste. Only a few of them address social and economic issues. Doordarshan, which has reduced itself to an extension agency of the Indian film industry, screens the films indiscriminately instead of limiting itself to those which are socially purposive and offer healthy entertainment rather than crude and vulgar dances or sadistic violence. Indeed many of Doordarshan's compilations of song-and-dance sequences from films are concentrated offerings of vulgarity calculated to degrade popular taste.

In this depressing scenario of the mass media in relation to civic education, the Indian Press stands out as a beacon of light and hope. Newspapers are privately owned and must make a profit in order to survive and grow, unlike the officially run media which have their hand in the taxpayers' pocket. Yet, as noted by the Second Press Commission in its report (April 1982): "It is to the credit of the Indian Press that despite its predominantly urban and middle class moorings, it has evinced interest in the problems of farmers, agricultural workers, artisans, tribal groups and other sections of the rural population. Though, judged by readership or by ownership, it is not necessary for most of our newspapers to highlight the issues of poverty, the Press has made a notable contribution by reminding readers of those who live below the poverty line and giving the ruling middle and upper classes a feeling of

guilt." It is the exposure and campaigning by newspapers which led to the resignation of Mr. A.R. Antulay, former Chief Minister of Maharashtra; it stopped the brutal practice of the blinding of under-trials in Bihar; and it contributes daily to the mitigation of the pervasive evil of corruption by exposing it in the working not only of government departments and municipal bodies but also business enterprises in the public and private sectors, and in schools and colleges, hospitals and other institutions.

However, widespread illiteracy sets close limits to the diffusion of newspapers. The electronic media with their potentiality for wide reach across the literacy barrier must also be mobilised for civic education in the broad sense, which in the circumstances of a developing country may well be described as development communication. This requires that the country's elected rulers

must recapture the vision of the leaders of the freedom movement—which was itself a massive exercise in the non-formal education and mobilisation of the non-literate masses. Though the thrust at that time was on stimulating nationalist consciousness and patriotic feeling, under Mahatma Gandhi's leadership social reform became an integral part of the fight for freedom and indeed a means of mobilising mass participation. Great emphasis was laid therefore on the civic rights of large groups of the exploited and oppressed, like women and the Harijans. There is equal need now for non-formal education of all those living below the poverty line in their rights as members of a democratic society if they are to be transformed from recipients of doles under poverty alleviation programmes into productive, self-reliant and self-respecting citizens.



Adult Education and Mass Media for Civic Education : A Critical Approach

B.B. Mohanty

ADULT education has all the components of civic education.

1972 was an important year in the history of adult education because it saw the third World Conference on Adult Education held in Tokyo, and it gave to the world *Learning to Be*, the report of the International Commission on the Development of Education constituted by Unesco. Equally important was the year 1965 for the Tehran Conference of World Ministers of Education which gave a new orientation to the literacy programme by crystallising the concept of functional and work oriented literacy. In its conclusions it stated that rather than an end in itself, functional literacy should be regarded as a way of preparing man for a social, civic and economic role that goes far beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing.

'Adult Education in the context of Lifelong Learning' was the theme of the Tokyo Conference. In the challenging words of its Final Report: "Experience shows that the provision of more education in most communities tends to

"Adult education, when properly translated into operational terms, is reduced to a series of communication tasks, and therefore needs the support of the communication media, materials and structures... The communication media also need the support of adult education so that the messages are understood, perceived and favourably treated by the intended audience."

favour most of already well educated; the educationally underprivileged have yet to claim their rights. Adult education is no exception to the rule for these adults, who most need education, have been largely neglected—they are the forgotten people. Thus the major task of adult education during the Second Development Decade of the United Nations is to seek out and serve these forgotten people”.

Forgotten People

Paulo Freire's *Pedagogy of the Oppressed* is about the education of these forgotten people. According to him, there is no neutral education; it is either for domestication or for freedom. The human word in literacy teaching is not mere vocabulary; it is word and action.” In Freire's hands literacy is a weapon for social change. As Saiyidain put it, “But it is adult education interpreted in the broader, more comprehensive sense which includes political and civic, as well as moral education.” As mentioned in *Learning to Be*, “The aim is not simply to enable an illiterate person to decipher words in a textbook, but to become better integrated into his environment, to have a better grasp of rural life, to enhance his personal dignity, to have access to sources of knowledge which he personally may find useful, to acquire the know-how and the techniques he needs, in order to lead a better life.” India's present Adult Education Programme, having its genesis in the National Adult Education Programme (NAEP), has three facets—literacy, functionality and awareness—with a view to help man to develop himself.

In the Recommendations on the Development of Adult Education, adopted by the 19th General Conference

of Unesco, held in Nairobi in 1976, the term adult education denotes “the entire body of organised educational processes, whatever the content, level and method, whether formal and otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong, develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the two-fold perspective of full personal development and participation in balanced and independent social, economic and cultural development.” According to the emphasis contained in the Recommendations, adult education should not be taken as an entity in itself, but as an integral component of a global scheme of lifelong education and learning.

Dr. G. Ramachandran, while delivering the Zakir Husain Memorial Lecture at the Indian Adult Education Association in 1975, had said “I have often defined adult education as education for citizenship. Citizenship in a free democracy and within an open society involves some training, a minimum of general education and last but not least, the capacity to earn an honest living. What is the use of giving every adult a vote without giving him or her some training and some learning to exercise that vote freely without fear and under no pressure from within or without.”

Communication Tasks

Adult education, when properly translated into operational terms, is

reduced to a series of communication tasks; and therefore needs the support of the communication media, materials and structures. Its three facets—literacy, functionality and awareness—and their learning contents are best promoted through communication. The communication media also need the support of adult education so that the messages are understood, perceived and favourably treated by the intended audience. Unfortunately, this mutual relationship between adult education and media has not always been very healthy. The Report of the third International Conference on Adult Education, held in Tokyo, in 1972, states: "Thanks to the rapid technological development of modern means of communication, it had become possible to reach far larger numbers of people than anyone had imagined even a few years ago. To the mass media a major role should be ascribed in arousing among people everywhere an awareness of the common social, economic and cultural forces affecting their way of life. The media could provide not only formal instruction, but valuable information and cultural enrichment." The Report further states: "Yet almost nowhere had the full potential of the mass media been enlisted in the service of adult education. In the contrary, the media were often used for anti-educational purposes. The basic problems were how to exploit the media with a view to extending educational opportunities, how to reduce cost without lowering the quality of learning and management of the educational process."

Adult education needs a vigorous communication support in the following areas. Its basic objectives have to be carried to the people in the quickest

possible time and this has to be done by a judicious combination of mass media and inter-personal media through a multi-media and a multi-exposure campaign.

Intended beneficiaries of the adult education programme are to be motivated to participate in the programme as active learners. This is the crux of the problem and research findings in the areas of social and technological change reveal that quite a large number of parameters are responsible for motivating people towards change. Awareness is easily created by meaningful communication through a multi-media system.

The third area of communication support is to use educational technology in designing and producing teaching-learning materials for the neo-literates and other learners as well as for the instructional staff. The same hardware is used both for educational technology and mass media, and even the principles of software preparation are the same. Moreover, the printed media serve a very useful purpose for both.

The massive training programme for various types of adult education personnel has to be reinforced by communication, as far as application of its process and use of its aids are concerned. Audio-visual aids and other training materials come in handy.

A Note of Warning

Now that the areas of communication support have been identified, it is necessary to look at the media and their relative effectiveness in enlisting support to a dynamic programme like adult education containing all the components of civic education. Here it may not be out of place to sound a note of warning

coming from the communication researchers.

All over the Third World, there is urgent need to gear communication channels towards national development, but the mass media coverage of development messages is rather inadequate.

It was taken for granted, over a long time, that a message when spread through the mass media, would influence the audience. There was another assumption that the message was carried directly to the audience. Both these assumptions have been disproved.

Experts in public opinion research have identified some psychological characteristics of people that affect their exposure to campaigns and their absorption of the messages. There are some people who know nothing about the campaign topics, and their social and psychological make-up makes them specially hard to reach, irrespective of the campaign message. There are other people who admit that they have little or no interest in the public issues around which campaigns are usually organised. People are inclined to expose themselves to information that is congenial to their prior attitudes and to avoid exposure to that which is not congenial. People always perceive, absorb and remember contents differently according to their wishes, motives and value systems. Changes in the views or behaviours following exposure to a message may be differently affected by the individual's predispositions and attitudes.

Over the past fifteen years, everywhere in the world the persuading power of mass media has been oversold. It has been realised, to the mutual advantage of the communicator and the media, that the role of mass media is more indirect and contributory. Comm-

unication experts are now positive that very seldom is the mass media a powerful and direct stimulus to development.

Every medium is selective; it selects its own audiences and the audience select their favourable media. Information flows by word of mouth by social channels and reaches often those people who had not been exposed to the media in the first place. This puts the communicator in a dilemma. Does he project his image aimed at the level of the masses or does he focus his message only at the elite audience, who will hopefully spread it in the society at large? Again a great deal depends upon the contents and quality of the message. Is the subject matter relevant to the life of the person? Is it timely? Does it fit into his frame of reference or does it challenge his value system? Is it of special appeal to a section of the community, say, women, youth, children?

Radio

A Unesco Radio Survey of 110 countries, conducted in 1971, reports that educational programmes took up about 6,500 hours a week, representing only about 2.5 per cent of the 250,000 hours a week of radio broadcasts. These educational hours are used differently in different countries. Radio has been and is being used for both formal and non-formal education under five strategies: (1) Open Broadcasting—the unorganised audience (2) Instructional Radio—the organised learning group, (3) Radio Rural Forums—the decision group (4) Radio Schools—the nonformal learning group, and (5) Radio and Animation—the participating group. There are certain assumptions behind each strategy to which radio has been put to use about radio's effects, about

the structure of reception and about learning and social change. India was one of the few pioneering countries of the world to have used the Radio Rural Forums to its advantage. Presently, every station of All India Radio broadcasts a 30 minute weekly programme on adult education. Most of these broadcasts are dull and uninteresting reflecting lack of creativity and imagination, and occasionally ignorance, on the part of the producers.

The Radio Schools strategy was adopted in a small town called Sutatanza in Colombia, by a parish priest named Salcedo, for using radio in adult education and rural development. Radio Sutatanza, now a part of a national organisation called Accion Cultural Popular (ACPO), is today a huge multi-media educational programme covering millions of men and women in Colombia and Guatemala. Besides its multi-media mass campaigns, ACPO trains a large cadre of local leaders who act as change agents, in the 'radio' schools communities.

Television

The Third World experience of using TV for literacy and adult education is very interesting. The Jamaica Literacy Project had used TV for motivation and information, reading, word building and writing. The 'Television Literacy Campaign' of Yugoslavia, during its seven-year life span, used a series of programmes on language, history, elementary arithmetic and marriage counselling. Tunisia's 'Teaching of Adults and Social Education by Radio and Television' organised by its Institute of Adult Education and Tunisian Radio and Television had used the TV in the following: reading, arithmetic, history, geography, civics or religious instruc-

tions, family milieu, occupational and social milieu and the study of world problems. In Algeria TV was used for direct literacy teaching through suitable film programmes in the various formats presented by a screen teacher. In the sixties, educational TV programmes were organised in some Third World countries, but by now many countries have abandoned or restricted TV in favour of other media.

India's Satellite Instructional Television Experiment (SITE), launched during 1975-76, is considered as a unique experiment in mass communication, 2,330 villages in 20 districts and in six states were covered under SITE. The Social Evaluation Report on SITE tells us that on the adoption of agricultural practices, there is some gain, although it is not statistically significant. In regard to adoption of health innovations, the Report states that perhaps one year is not enough to adopt innovations. Our own experience of SITE and whatever we have learnt from the experience of other countries lead us to a realisation that planning for software production is crucial to the utilisation of mass media for development.

Adult education is not possible in an illiterate environment. Rural newspapers have yet to be published on a large scale, because the regional language newspapers reaching the rural areas do not interest the neo-literates. In some African countries, for example Ghana, mimeographed rural newspapers are produced and distributed. We might as well make a beginning in this direction. How about the regional language newspapers reserving at least one page in every issue exclusively for the neo-literates? How about the magazines in the regional language publishing in

every issue a few pages exclusively for the new reading public? Rural newspapers in Africa promote rural marketing. It should not be difficult for the rural newspapers to get advertisements from the agricultural input manufacturers and other industries in marketing their products in rural areas.

Coming to television again, there has been a rapid expansion in TV transmission facilities in India through the installation of about 180 low power transmitters. INSAT-1B enables the establishment of a network involving all the transmitters of Doordarshan, thus enabling them to relay programmes through the satellite. This is a technological breakthrough in telecasting and will soon lead to similar developments in software planning and preparation.

Already Doordarshan has achieved a breakthrough in introducing a fortnightly programme called 'Janvani' (voice of the people). Conceptualised by the Prime minister, every 'Janvani' programme has a central minister who is interviewed by about eighteen to twenty persons from all walks of life coming from all over the country. The questions are crisp, direct, and very often uncomfortable for the minister, who tries his best to give satisfactory replies. This programme is gaining in momentum day by day.

Other serials, particularly 'Hum Log' and 'Rajni' have also become very popular. Both the programmes are in the soap opera style. 'Hum Log' is a family serial, each episode of which has a message of social relevance. 'Rajni,' on the other hand, has a direct message, because it exposes the social and civic problems very vividly. Both the programmes lead to civic education.

Mass media in terms of software planning, production and utilisation, is a broad based programme of adult education included). By way of conclusion, it would be relevant to quote the following paragraph from *Learning To Be*:

"Mass literacy campaigns are justified so long as they help the people participate in the changing of their environment. To avoid past disappointments, it is important for the literacy programmes now under way in many countries to be linked to basic education on civic life and the world of work. And these campaigns must be preceded, supported, accompanied and followed through by a large quantity of radio and television programme".

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Mass Media for Civic Education The Challenges of Research:

J.S. Yadava

"In-depth analysis of the trends in media effects show that the mass media are effective whenever the contents are relevant and or of political significance and sources are considered as credible ... (As for use of radio and television for adult and civic education in India) one of the major challenges for research is to investigate and understand fully the reasons for decline in effectivity from pilot to ongoing programmes for mass education."

COMMUNICATION being central to social life, media resources are expanded to facilitate communication with and among the people. Media power in bringing about attitudinal and behavioural changes is well recognized. However, mass media must be seen in their relationship to teaching and learning processes as a whole. Until we understand this relationship we cannot be expected to make intelligent or fruitful use of media resources for adult and civic education, one of the major concerns of the developing countries.

Mind boggling developments in communication technologies open enormous possibilities of tackling not only age old problems of illiteracy, poverty and disease but also accelerating the process of development as such. However, we should guard against the danger that like any shining thing the new communication technologies may not dazzle us obscuring clear vision. To make optimum use of scarce resources both for media and adult education there is need to learn from past experiences and insights thrown up by systematic research

studies. More importantly, what are the priority areas for investigation which can help us in understanding the relationship and role of mass media and attitudinal and behavioural changes in the context of adult and civic education? In this paper I will try to have a broad synoptic view of the mass media and adult education with a view to identifying some of the present and future challenges for research in these vital areas of social life and development processes. I will draw mainly from Indian experiences though inferences emerging should have wider application in the context of other developing countries as well.

In India media facilities have expanded enormously over the years especially since Independence. Technically the radio signals cover almost the whole country and television reaches nearly 70 per cent of the area. There are about 20 thousand newspapers. Of these 1,334 are dailies¹. The combined circulation of Press crossed the 50 million copies mark in 1980. But owing to mainly four mutually reinforcing factors the reach of mass media in India on the whole is rather limited, especially in rural areas among women and slum dwellers. These factors are : (a) low literacy, about 36 per cent (b) low purchasing power, 40 to 60 per cent are living below poverty line; (c) poor means of transportation for timely delivery of newspapers, or maintenance of radio/TV sets; and (d) lack of relevant information². As a consequence, the mass media besides being urban based are largely the class media as well.

Nearly 93 per cent of the total sale of daily newspapers is in large towns with a population of over one lakh which account for only 10 per cent of India's

population³. The radio is by far the most extensive network. Even here, on an average there are only 4.4 radio/transistor sets per 100 persons. Not only this, of nearly 30 million radio sets in the country 80 per cent are in the urban homes leaving only about 6 million sets with 525 million rural population. The access to television of rural people is even more scarce despite the 70 per cent reach of TV signals.

Even at the risk of over simplification it may be stated that in contents urban stamp is obvious to merit further dialation. Consumerism and individualism are the dominant value thrusts in our mass media fare. And entertainment is the major gratification the people seek from the radio, TV and film media. Even newspapers, besides giving hard news generally serve entertainment functions as would be obvious from the popularity of glossy film and gossip magazines over the serious information ones.

Along with the question of media reach and contents, the patterns, modes and effects of communication need to be examined. Despite the limited access the mass media have been effective in communicating hard news, significant political issues, and relevant developmental information. News about major political developments preceding the elections get disseminated far and wide and influence the voters' choice⁴. Interpersonal channels and folk forms are fairly active and make up for the limited reach of mass media in our society. Farm broadcasts in certain regions are popular and help farmers about new farm methods⁵.

Somewhat contradictory generalizations emerge. But indepth analyses of these trends in media effects show that the mass media are effective whenever

the contents are relevant and or of political significance and sources are considered as credible. More importantly the interface and interaction between mass media and other modes of communication influence significantly the reach and the effect processes⁶.

Analysing more closely the role of mass media in adult and civic education we may examine specific case studies wherein the mass media have been explicitly used in promoting specific adult education programmes and the general mass media fare as inputs in promoting awareness and education in the broad sense.

The Radio Rural Forum of Pune is the most widely known experiment of the 1950s in use of radio for educating the rural adults. Learning from the Canadian experience India started radio rural forums on a pilot basis in 1956. The project was a coordinated effort between Unesco, the Central Government All India Radio and the Government of then Bombay state.

In all 144 radio farm forums were organized in as many villages spread over five districts around Pune Station of AIR. In each of these a radio forum of 12 to 20 members, mainly farmers, was set up with a convenor. The members were from different socio-economic groups. A special half-an-hour programme from Pune Station of AIR for the forums was broadcast twice a week for a period of ten weeks. Emphasis in the programmes was on practical aspects of rural life, and to stimulate lively discussion among forum members. Part of the time assigned for every programme was devoted to answering the questions and clarifying the doubts and comments of the

forums. Thus, there was continuous feedback from the forums to the radio station and interaction between the broadcasters and the recipients of the message. A systematic evaluation revealed that it was a very effective experiment in the utilization of radio for communicating with the village people⁷.

Subsequent to this pilot programme, the idea of radio rural forums was extended to many other areas. In 1969 it was claimed that 0.2 million radio rural forums were operating in different states and union territories. However with the advent of transistor era, the number of private sets increased rapidly. With this, the utility and relevance of community listening scheme came into question. The Government of India discontinued the scheme of giving subsidy for community sets in the Fourth Five Year Plan beginning from April 1969. As a result community listening lost official patronage in most states. With the passage of time, many of these forums became inactive and even defunct. Today there are about 22,504 rural radio forums and 42,101 *charching mandals* (discussion groups) with varying degree of activeness and enthusiasm.

Thus, the success of radio rural forums in 1956, some of the better organized forums and *Charcha Mandals* even today, 'farm schools' and of some other area specific programmes prove beyond doubt the effectiveness of radio as a means of communication and education of adults including in rural India.

Broadly similar are the experiences of using television for adult and civic education in India. In both, once the pilot projects were expanded into large

scale continuing programmes of mass education the success has not been that impressive⁸. This is one of the major challenges for research to investigate and understand fully the reasons for such decline in effectivity from pilot to ongoing programmes for mass education. To fully harness power of mass media we should be able to duplicate the experiences of pilot projects on a large scale in the form of continuing mass education programmes.

It is true that the people learn many things from the mass media and the media planners try to make their contents relevant and educative to the extent possible. But the adhoc throwing in of educational inputs in largely entertaining media fare often tend to be lost to the audiences. To provide continuity with possible greater effectivity the advantages of serial approach to media programming are now being increasingly recognized. As a result many a serial programmes with civic educational underpinning are now being telecast. But what are the 'impacts' of such serials on different audiences is an interesting and challenging area for inquiry. Research can not only help in monitoring the effects of such serialized programmes but also contribute towards mounting of better programmes as well.

The newspaper industry has expanded enormously, still the newspapers continue to be urban oriented and politics dominated. The function of civic and adult education is only marginally served by the newspapers.

In addition to 'national' Press which at times espouses national causes the regional and district language dailies and weeklies can go a long to provide fill-up to civic education programmes

at the grass-roots level provided they become genuine expression of local aspirations. At present most of the district newspapers are poor imitations of the national Press. These are often irregular in publication, having little useful or relevant information at times even bordering on yellow journalism. Consequently their circulation is generally low threatening their viability itself. The district or regional newspaper can be a viable proposition if it focuses on local issues, simple language and follows local cultural idioms to make its contents relevant, easy to comprehend and interesting as well. Campaigning for social causes, exposing failures of district or block officials in implementing various programmes, and providing specific information about various development schemes would make such district newspapers relevant to the region ensuring a fairly good circulation and commercial viability as well.

On the other hand, it has also been observed that a large proportion of those who are made literate under the adult literacy programmes lapse into illiteracy after a few months as they do not get any suitable material to read to keep up their newly acquired skills. As a matter of fact the district newspaper and adult literacy programmes if planned well and synchronised can be complementary to each other and together serve the larger national objective of promoting universal education and development.

These observations need to be followed with further systematic research to provide necessary support to both newspapers and civic education programmes and make them complementary, viable and effective.

There is a story that Euclid taught his theorems over two thousand years ago at Alexandria with nothing more in the way of equipment than a stick and a stretch of land. Since then, especially during the last five hundred years, more so during the last fifty years, there have been numerous innovations and technological developments which have transformed the teaching and learning processes. More and more technologies, simple or complex, mediate in both communication and education processes. Importance of such mediating technologies and teaching aids is well recognized by all especially educationists, all over the world. But the questions of progress in the technologies of communication and the nature and degree of access to these lie at the heart of any meaningful understanding of media education both historically and in respect of their present and future development.

There are enormous possibilities for expansion of communication technologies so are the challenges for research in educational technology. The questions of reach appropriateness, cost effectiveness, etc., are of vital significance to all those concerned with civic education for masses in developing societies. Such research efforts not only offer solutions to the problems of evolving an appropriate media mix but will also prevent the possibilities of committing funds for purchases of less than

effective media hardware as well as the software.

There is an urgent need for research in educational media and technology, not only in their effects and effectiveness in the learning process but also in their very appropriateness in local contexts. We hope to see more of such research done in the developing countries in order to make optimum use of scarce resources both for media development and for providing reasonable and equitable opportunities of adult and civic education to all citizens.

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Mass Media for Civic Education

V.N. Kakar

"If the country is attacked, almost instantaneously, the people become aware of it and it does not take much effort on the part of communication to inspire them ... stories about crime and sex spread faster ... (These) variations in communication behaviour in the same situation and (also) in relation to the same subject have to be borne in mind both by policy-makers and communication specialists .. There is always a meeting point between what people want to see or hear and what persons behind communication want them to see or hear. That has to be identified and exploited."

CIVIC education is a large canvas studded with numerous ideas, from the villager's responsibility to the common well from which he draws his drinking water to queue-formation by people at a busy bus-stand in a city. The purpose underlying all the ideas, taken together and even individually, can be summed up in four words, personal perfection and social efficiency. This commonality of purpose is no doubt a distinct advantage to mass media from the point of view of their support to civic education. One could give several examples of how mass media have used this advantage with great effect. Right now those who have access to television in India are talking of 'Rajni' the stimulating serial Doordarshan puts across every Sunday morning. Here is a young, vivacious girl shocking the conscience of the people and motivating them to action in relation to their rights and responsibilities. Why should they allow themselves to be pushed about by wayward taxi drivers, spurious astrologers, unscrupulous employers and similar other elements? Doesn't their surrender amount to their participation in their own exploitation? Isn't it giving a fillip to the process of fall in values? 'Rajni' has given a jolt to the silent majority in the minority that owns television sets.

There are and there will be more programmes like it. Competently done, these are needed.

But, exceptions apart, it would be hazardous to expect communication through mass media, and even inter-personal channels, to adopt an omnibus kind of approach to all subjects that may appear on the canvas of civic education. Outside the cosmopolitan and some other towns, who have heard of of 'Rajni'? In the villages they do not have taxis. Nor have people there to pay donations to schools to get their wards admitted in them. Their problems are different. More importantly, expansion in the reach of a particular medium — in this case, television—is one thing; access to it is an altogether different matter. The claim that during the last two years or so the reach of television has increased from 15 to 70 per cent of the population must be correct in the light of the known fact that the number of high power and low power transmitters today exceeds 170 as against just about 50 earlier. But then out of the over three million television sets currently being used in the country less than 30,000 are in villages. How can people living in the half a million villages of India receive any civic education through sets to which they have no access?

Inadequacy of communication in a society is a symptom of under-development; inadequacy of access to it is indicative of that as well as something more serious—imbalance in the spread of progress. The situation is apt to become farcical if what is offered as software, through whatever be the medium, has no relevance to the audience for which it is ostensibly intended.

It needs to be stated that communication through mass media which are

highly impersonal in character (modern technology is trying to soften this situation) has no culture of its own. It derives its culture from a variety of determinants. On top come the people for whom it is intended — their socio-economic level, needs, aspirations, resources, culture. Then comes the subject which is sought to be put across or promoted and the objective motivating the promoters. Then comes the environment in which communication is expected to operate, and this includes availability of services for the programme sought to be served and the channels through which communication has to travel. The software that emerges gets its essential character from the totality of this milieu. To the extent it is out of tune with it, it flops.

In the context of the vast gambit of civic education, it is equally important to remember that communication behaves differently in different situations, even though the media and the channels to be used and the audience to be approached may be the same. If the country is attacked, almost instantaneously the people become aware of it and it does not take much effort on the part of communication to inspire them, for they are already inspired. Stories about crime and sex spread faster than messages on health or road safety. The first set of subjects appeals to the people; the second is dull and leaves them cold. Rumour has an edge over sex and crime. It spreads faster. And it has the remarkable ability to discover its own channels and audience. Those who tend to believe in it generally get it faster than others. Besides, it spreads like wild fire. This writer cannot forget that notorious episode in 1976 when mischievous elements in the society spread the rum-

our that the immunisation drive which the Delhi Administration had launched in the union territory to immunise children in schools against common diseases of childhood was indeed designed to sterilise them in their infancy. Mothers in far-flung areas of India withdrew their children from schools. The rumour had spread faster than the speed of sound. Years of communication efforts to motivate the people to get their children immunised against common diseases were neutralised almost overnight.

Variations in communication behaviour in relation to different subjects in the same situation and in relation to the same subject in different situations have to be borne in mind both by policy-makers and communication specialists. These need not, however, frighten them. There is always a meeting point between what people want to see or hear and what persons behind communication want them to see or hear. That has to be identified, and exploited. This is being done, with varying degrees of success, through all the technology based mass media increasingly. Many of the sponsored programmes over the broadcasting and television networks are excellent examples of sales promotion through entertainment. Some of the display advertisements splashed in the print media have almost the same appeal for the mind as for the eye. The 'Rajni' example quoted earlier is indicative of what can be done. Many useful lessons can also be drawn from the way political parties conduct their election campaigns. Their symbols break down the barriers of illiteracy that are so often cited by some people, particularly in the Government, as some kind of an *alibi* for not doing what they can possibly do.

Civic education in any case is less difficult to promote than programmes, acceptance of which may entail some monetary investment on the part of listeners or viewers. It can be blended easily in the total spectrum of what is termed as developmental communication. And if it is offered with a good dose of entertainment, in tune as much with the people's tastes as its own purpose, it ought to go deeper notwithstanding the conventional variations in communication behaviour in relation to many other matters.

India today is in the midst of a communication revolution. The sweep and power of mass media are on the increase. The television audience is estimated to be more than 25 million every day. Less than three decades ago, the medium had no audience for the simple reason that it had not made its debut in the country. The broadcasting system has almost the total population within its reach. The cinema draws over 10 million people daily. The circulation of the nearly 20,000 newspapers and magazines exceeds 50 million. If we accept the average readership of a newspaper or magazine as five, that would take the total readership to 250 million. All the people in the country may not have access to communication. They cannot, however, remain untouched by its spread effect. The advertising and marketing professions are taking good advantage of this situation. Through commercial programmes on the electronic media alone they have been able to push up the sale of certain goods from 100 to 1,000 per cent. They have sold these goods in urban areas as well as rural. And they have sold them even to people who might not have purchased them normally.

True, selling ideas is not as easy as selling goods. It becomes all the more difficult when one views the situation against the backdrop of people's access to communication. The Indian communication revolution suffers from the same imbalances which mark national progress as a whole. The latter is a larger subject outside the scope of this article though quite relevant to it. One hopes that the overall process of socio-economic transformation with accent on the uplift of the poor would reduce considerably the imbalances in the communication situation as well, enabling communication through mass media to increase and strengthen its support to programmes like civic education in what are considered to be the backwaters of of today's society.

At the same time, the communication revolution in the country has to gather greater momentum on its own also. According to Unesco's yardstick, a well-developed communication system should have for every 1,000 persons 100 copies of a newspaper, 50 radio sets, 20 television sets and 20 cinema seats. We are far away from that standard. The revolution is lopsided inasmuch as its spread in rural areas is very thin. Over 90 per cent of all the daily newspapers published in India are bought by just 10 per cent of the total population. Only a small fraction of this population lives in villages. Almost all the 10,500 cinema houses, except some in South India, are located in towns. The effective reach of the broadcasting and television media is severely constrained by the low availability of receiving sets in villages. In 1982, there were some 20 million radio sets in the country. Only one-fifth of them were in villages. And in the same year more than 50 per cent of all tele-

vision sets in use were located in the two cities of Bombay and Delhi and the areas around them.

As the purchasing power of the poor improves, their effective access to communication should also increase. In this age of rising aspirations, a television set or at least a transistor does find a place in the requirements of an average family. The Government can and should meanwhile help the process of increasing poor people's access to communication through a large scale scheme of installing community-listening and community-viewing sets at its own cost at places of public importance like panchayats and primary health centres. They have plans to do so. But the scale they have set is low and the progress of implementation is slow. We need to be more liberal in this matter. The point needs to be underscored that civic education apart, the success of several programmes like health education, adult education, family planning and women's welfare is dependent to a considerable extent on the support these receive from communication.

We come to the all-important question of software. A film on the modern methods of cultivation was exhibited in an African country some years ago. It boomeranged badly because the farmers shown in the film were all white men and the people in the country concerned had known white men as rulers only. The rulers do not till the land. That was their reaction.

The software must be in tune with the local environment in all its totality. For this decentralisation in production is necessary. One is aware of the difficulties that the Government has to face in this matter. Constraint of finance is not the only problem. Facilities and

expertise in certain disciplines like television are growing but not fast enough to match the expansion in the reach of these disciplines. It is good to know that software production facilities are to be established by Doordarshan in all the states under the seventh five-year plan. It is equally heartening to find the private sector entering the area in a big way. Whatever be the medium, any software that can be easily identified by the people for whom it is intended will have greater appeal than what may come from other lands in other languages. The rural programmes of All India Radio and the special programmes put across by Doordarshan in clusters of villages under INSAT-1B are following this principle to a considerable extent. The movement towards decentralisation has its difficulties. All mass media have to face them. The greater the success with which they grapple with these difficulties, the better will be their credi-

bility as well as service to the people.

Civic education, as was mentioned in the beginning, is a vast canvas. It may not be the responsibility of any single organisation. Nevertheless, in order to get good support from mass media, those behind it must spell out clearly the programmes it seeks to promote. What is their audience? What is the environment in which this audience lives? If there is to be a campaign against pollution, one must find answers to a number of questions before developing it. What causes pollution? How can it be prevented? How does it affect the citizen? What is his own duty in relation to its prevention? Vociferous drum-beating may be of some avail, but not much. Specific messages for specific audience will need to be developed. There is no doubt that these will click much better than generalised kind of approaches based on patriotic appeals.



Women and the Media: A Case for Critical Correction

Kumud Sharma

TODAY the form and out-reach of mass media have dramatically changed. The new information and communication technology has considerably magnified the power of media exposing millions to its messages. In the past there has been one-way flow of information from North to South and from government to people. The ownership and control of media, the domination of commercial and bureaucratic interests in the communication field and involvement of a small minority in the formulation of media policy, has meant not only propagation of values based on dominance of class and gender but also perpetuation of sex biases and sex stereotypes. Women have made very little impact on either the policies or the philosophy of communication. No one will dispute that media are powerful instrument for building public opinion, however, these can also be used for distortion of social reality, as there is always an underlying philosophy supported by vertical communication by dominant groups. Those who generate and manage the information, also disseminate it selectively. Communication media have always been used by those who control them to influence the spiritual, political

"Development communication emanating from mass media and administrative channels has done precious little in questioning the biases and assumptions about women's roles... An analytical projection of social reality is the first step towards changing social consciousness ... Women's greater access to media technology and their role as communicators rather than as consumers, will surely give media a new thrust."

and intellectual development of the people—either to preserve the status quo or as an instrument of change. The potential for centralisation of that control has been greatly accelerated by the continuing technological development of the twentieth century.¹

During the last decade an impressive amount of literature on 'Women and Media' has grown showing concern at negative images projected by mainstream media constricting their living and ideological space. As a powerful tool in shaping ideology and opinions the urban based and urban-biased, male dominated media have perpetuated dominant ideologies and myths about women. Mass media, particularly the audio-visual media have played a major role in promoting fantasy and consumerist lifestyles which serves commercial interests degrading women as sex objects. Women as uncritical consumers bombarded with these messages hardly question and much less challenge these stereotypes. There are lots of myths about women which are fostered and spread through mass media. In a recent seminar on "Broadcasting for Women's Development", it was noted that a great deal of research now documents the extent to which media output relies on restricted traditional perceptions of women which bears little relation to the multiplicity of women's roles. It further pointed out that media images, basically support a male-female dichotomy, characterised as strong-weak, dominant-dependent, active-passive, rational-emotional, work-home in orientation. The picture of the world that emerges from the vast bulk of media output underwrites a perspective in which women are somehow 'naturally' lesser than men in stature, attribute and in their contributions to

society.² With the growing commercialisation the profit oriented rich business houses use this medium to promote their own interest.

In recent years despite so much discussion at an abstract level about the need to critically examine the media content and project more positive images of women, nothing much has happened at concrete level. Growing research and analysis has sharpened our understanding of unrecognised contribution of women. This has led to some innovative programming. Such innovative programmes are not only few and far between but also are not strengthened by the rest of the programmes which continue to project contrary messages.

India has recognised right to education and is also committed to universalising elementary education. Illiteracy among women stares at us. The total number of illiterate women has increased from 161.9 million in 1951 to 185.2 million in 1961 to 215.3 million in 1971 and 241.6 million in 1981. A more disturbing feature in women's education is the slowing down of the decadal growth rate in female literacy and increasing gender gap among the illiterate population over the decades. These women deprived of education, skill development opportunities, are also the ones employed largely in traditional and informal sectors. They have received far less technological and information support, legislative protection for their rights and even recognition as workers. Educational handicap also constitutes a barrier to women's access to essential knowledge about rights and opportunities. It is here that mass media acquires a crucial role for providing information support and acting as forceful motivator of change.

The basic problem is that in a country where illiteracy among women remains a major problem the outreach of the print media is limited. The audio-visual media have to play a major role. Development communication emanating from mass media and administrative channels, has done precious little in questioning the biases and assumptions about women's role or non-visibility of women in programmes relating to improved agriculture, credit and banking, technology and training which are largely addressed to male farmers. The programmes where women feature more frequently are those dealing with health and nutrition issues, family planning and home management.

India has one of the largest broadcasting networks in the world, is one of the largest producers of films and has recently launched an ambitious programme of expansion of TV network.

The expansion of TV network in India offers tremendous potentialities, provided there is greater degree of awareness about the developmental needs of women, how development should be defined from their perspective and what can be done to break the barriers to women's development. However, this medium relies heavily on commercial cinema and sponsored programmes as 20 per cent of its viewing time is devoted to film or film-based programme plus commercial advertisements. The Working Group on software planning for Doordarshan appointed by the Government of India, in its report sought a major shift in Doordarshan's 'programme culture' from the current commercial entertainment fare to creative areas of education and development. It called for a qualitative improvement in programmes for women and children with a dual

objective of demystifying and deglamourising the content. While reiterating the functional autonomy of TV, the report emphasised the need for a new managerial and administrative culture by developing a new cadre of television journalists.³ A Press panel study indicated that women, social issues and human interest stories together commanded space that ranged from three per cent to thirteen per cent in language papers with the Hindi and English speaking Press devoting four to five per cent respectively. In addition to the problem of inadequate coverage the programmes dealing with women suffer on three counts—they are confined to a page or column or an hour, they deal with traditionally feminine issues and are irrelevant to the lives and needs of the majority of women.

An analytical projection of social reality is the first step towards changing social consciousness. The recent trend among media professionals in developing countries towards greater realism in their portrayal of social problems is a potentiality for correcting media's role in women's development. Realism, however, must be used to inspire people to struggle for change, to search new options in human relationships, and reshaping of institutions and structures.⁴ Women's research action and advocacy groups have analysed the contents of films, advertisements, radio, TV programmes, stage plays, women's pages in dailies, periodicals, school text books and children's comics, etc. and have used this 'social audit of media' for discussions, debates, protests and consciousness raising by showing to what extent they demean women. These groups have also experimented with alternate media through people's theatre or street plays, poster campaigns, songs, audio-visual

material and popular writings. What is the potential of such efforts to bring about changes in existing media both at policy level and at programme content level? These efforts have served the communication needs unserved by the mainstream media, however, they are limited in their outreach. If the goals of equality are to be achieved, the democratisation of structures and control of the communication media will be a necessary prerequisite.

Women's greater access to media technology and their role as communicators rather than as consumers, will surely give media a new thrust. The efforts of women to produce their own messages need continuity, infrastructure and support. Various working groups have gone into the issues related to media

policies, organisational frame-work, content and methodology for disseminating information. Media training institutions and active women's groups should come together into building a cadre of communicators who are sensitive to women's issues and perspectives.

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Impact of New Technology on Book Production

V.N. Chhabra

THE development of writing and the invention of printing have been among the most significant of all human endeavours. Writing and printing enable man to express ideas and facts and communicate them to others. The written or printed word makes it possible to keep permanent records of human thoughts and actions long after the originators have forgotten them or have passed away.

The gigantic advances which have taken place over the centuries have been due to this ability of man to record and communicate ideas and information mainly through the medium of writing and printing.

Just over 500 years ago when Gutenberg made history by printing the first European book, the world had sufficient time to understand, to appreciate, and to fully utilise the book as a medium of mass communication. But today technology is developing so fast and simultaneously on different fronts, that even we, the interpreters and practitioners of technology, are unable to fully comprehend its widest implications. We are unable even to make realistic plans for the future.

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“Will the computer replace the traditional book?... The book as an entertainer, a stimulator of ideas, and as an essential educational tool, seems to have long life ahead of it... and will continue to be the most effective means of communication in developing countries, where eradication of illiteracy is given high priority.”

In other words, what we are experiencing is a technological shock which we are yet to cope with. But we must begin some where, and that, gentlemen, is why you and I get together at such forums as this seminar—to pool our individual knowledge and insight, so that we become full participants in the new technology, and not its victim.

After the days of Gutenberg, printing received its next great impetus during the 19th century. Beginning with the steam engine, rapid advances were made in mechanical engineering which finally led to the development of sophisticated printing and type-setting machines. Later, the discovery of photography and other chemical processes led to the emergence of lithography and photogravure. Improvement in the quality of paper, inks and other technical inputs, development of high speed rotary presses and automatic sewing and binding equipment further helped in bringing the book within the reach of the common man.

However, it was in the 20th century that major advances in scientific knowledge brought about the electronic age. The spin-off of the 'Man on the Moon' space programmes has had an impact on the communication technologies in a revolutionary manner. Printing, as we have known it, will never be the same again.

Since the 1960s the microchip has replaced mechanical systems with computer-controlled electronic systems. The computer's role is now so dominant in the printing process that the printing press of tomorrow will virtually be reduced to a high quality computer-output device. And even more far-reaching changes are at hand.

Already, rapid developments in

telecommunication systems permit us to instantaneously send text, image and sound anywhere in the world via satellites. And electronic communication is changing everyday life in the office and the home, particularly in the more developed industrial nations.

While its application is limited in India to the high technology centres, the infrastructure for its wider use is right now being laid by the influx of tens of thousands of new television sets, video recorders, word processors, phot setters and other data storage devices. Already, many schools are breaking new paths by installing computers and imparting computer education to their students. Such developments, in so many different areas, will together form our new technology resources for the future.

New technology has made such deep inroads into everyday life by virtue of three characteristics: *miniaturisation*, *simplicity of use*, and *economy of cost*.

In publishing, computer processing of text has led to two important developments: First, at the text creation stage, it is possible to make a machine-readable record which can easily be edited through word-processing techniques, and then used either as a master for printing, or for driving a typesetter. Second, computers can be used to assemble page layouts, by moving blocks of text and even pictures around a visual display screen.

The main benefit of these two developments has been to increase productivity while enabling humans to concentrate on more creative tasks. The simplified process also gives the author greater control of the final result, and eliminates the expensive and time-consuming process of converting a

manuscript into a form which can go on a printing press.

Besides electronic composition, mini-computers and micro-processors are also finding increasing use in other areas of publishing: Automation of cameras, photographic processors and colour scanners, automation of the setting up and running of the printing press and of bindery operations. Automation of press and bindery operations will also improve work organisation by storing job specifications and progress data, and using these to preprogramme the individual machines.

The new production techniques which are already available, or are being developed, are of two kinds. First, improvements to conventional printing processes, as in the offset litho process, flexography and gravure. Second, development of entirely new processes, the most important being non impact printing processes. The traditional methods of printing all involve the transfer of ink from a printing plate to paper, in order to produce a printed image. But there are alternate methods of printing being developed, some of which have achieved commercial viability and acceptance. These non-impact printing processes include: *Ink jet printing*, *laser electro-photographic printing*, *electrostatic matrix printing*, and *magnetic printing*.

The non-impact printing technologies are developing in response to a need for quiet, high-speed quality printing, using digital input, such as machine-readable data from a computer or magnetic tape.

If the future trend is for published documents to be increasingly produced in machine-readable form—either for conventional printing or electronic publishing—then the non-impact printers already offer the technology for docu-

ment delivery and on-demand publishing. There are three ways by which the documents can be accessed and used by the user:

—The document could be printed from a central computer file, and then routed to the user.

—The document could be transmitted electronically from a central computer file directly to the user's terminal.

—It could be transmitted electronically from a local computer, and then printed locally for the user, or viewed on a screen.

If the new production techniques are fully utilised they will have effects on all areas of publishing activity: First, authors will be able to keyboard their own manuscripts, thereby reducing publishing costs. Second, publishers will be able to use either conventional printing or on-demand and electronic publishing, in any combination, depending on their markets and third, printers will undertake far less key-boarding than previously, but will be able to offer publishers high quality specialist service.

Will the computer replace the traditional book? The late Dr. Christopher Evans, a well-known computer scientist and author, had predicted: "The 1980s will see the book as we know it today begin a slow but steady slide into oblivion." The printed word has served us well but a system which was invented over 500 years ago has its obvious limitations. The world is in the midst of an information explosion. Science alone generates over six million new facts every year. The problem of storing them has escalated. We have reached a stage when the amount of space needed for storage is so great that it has become unmanageable and uneconomical. In

many business organisations and government offices the cost of storing files and records, on which the administration depends, is rising to a point when it will be greater than the cost of accommodation for the clerks and administrators. Christopher Evans in his books on the microchip, relates a science fiction story which describes how, despite the use of microfilm and other information compression devices, 90 percent of the World's surface has to be given over to data storage and inhabitants have to squeeze into a tiny living space. Huge artificial satellites are then employed and in due course, the moon too becomes a filing cabinet! Hundreds of years pass, the information increases remorselessly and so does the storage problem, until all the other planets in the solar system have their surfaces crammed with libraries and file warehouses. The story concludes with an expedition across interstellar space in search of not adventure or the glory of colonisation but for fresh worlds on which to dump earth's files and records . . . on the outward voyage, however, they bump into an alien spacecraft coming from the opposite direction so to speak, and on an identical mission.

No doubt the story, like most science fiction, stretches the problem to limits but nevertheless it points effectively towards the limitations of the existing technology for information storage which relies on the written and printed representation of concepts and knowledge. In addition to the limitation of size of letters and words which cannot be too small as the human eye will not then be able to read them, there will be the continuing problem of rising costs of paper, printing and distribution.

We may categorise publishing into two general types: narrative and access publishing. Narrative books are read from cover to cover: novels, poetry, biographies and text-books. Now these are least-likely to be affected by the new technology, and the book is likely to remain the most desirable means of publication of such works.

On the other hand, access publishing is likely to be affected. Access publications are ones to which reference is made: encyclopaedias, reports, monographs and journals. The new information technologies will have their immediate applications.

—First, in organisations where masses of often transitory information have to be sorted, analysed and referred to quickly:

—Second, in reference materials: telephone directories, catalogues, dictionaries, encyclopaedias;

—Third in improved access to the vast and rapidly growing body of learned works, and to the results of research needed rapidly by other researches; and

—Fourth, as aids to education. The book as an entertainer, a stimulator of ideas, and as an essential educational tool, seems to have a long life ahead of it. But it will have to live uncomfortably alongside its new partner. For the authors, publishers and book sellers, the main problems may be to ensure that they also use their skills in the new media and avoid becoming out-dated while others exploit the new opportunities.

It is often argued that new technology will enable developing countries to leapfrog the problems of book provision altogether, but it is more likely that higher technology will stretch the al-

ready stretched resources of these countries too far: very great economies of scale would be needed for technology to replace books. Further, new schemes may not even take off for such basic reasons as shortage of electricity supplies, or skilled technologist.

The book is, and will continue to be the most effective means of communication in developing countries, where eradication of illiteracy is given high priority.

For a newly industrialised country like India, new information technology can be most readily applicable in the form of the word-processor. Its advantage for preparing typesetting input is that it is much cheaper than traditional printing equipment, and that it is gradually becoming more widely acceptable.

Its chief disadvantage is caused by the incompatibility between word-processing systems and typesetting equipment. Three methods can be used to overcome this:

—A converter which takes the word-processor floppy disc, reads it and converts it into a form which can be accepted by the typesetter.

—A method which bypasses the floppy disc by a telecommunications link and converter.

—Optical character recognition, where word-processing typed copy is used as the transfer medium.

At present, the final output from word-processors is usually in the form of hard copy which can be employed as camera-ready copy for short-run monographs.

Most publishers believe that word-processors are especially useful in the construction of dictionaries where alterations, insertions and cross-references have constantly to be made.

To sum up, the new media comprise a variety of different means of communicating and transmitting information. They all depend on electronics, that is, on computers, television and telecommunications systems. What is common to all is that the user or reader gains access to the medium by the use of a television screen—either a conventional set, or the visual display unit that is part of a computer terminal.

In the developed markets, opportunities now exist for the provision of information to very small groups of specialist users without the need to tie up capital and space in stocks of books and records. This revolution has been brought about by instantaneous access by electronic means to stores of information, often by satellite transmission. And along with it, has come the development of educational and training techniques using a variety of different media, rather than the book and the lecture alone.

Despite all this, however, it is very important not to confuse the sophistication of the medium with the quality of the message that it carries. The printed book has been with us for at least 500 years, while the 'microchip revolution' is a spectacular achievement of late 20th century technology. While this is exciting, there are doubts about the extent to which new media for transmitting information will take over from the book, even in the industrialised world. And these doubts are considerably stronger for the developing world if we consider that a great number of the world's villages do not even have electricity and the hardware and software of computer technology are not cheap by Third World standards. Moreover, both have to be imported.

According to a recently published Unesco monograph on *'The Future of Books'*, most publishers believe that as an art form, an occupier of increasing leisure, and as a type of entertainment, the book is likely for the next half a century to hold its own, if not expand its territories; it follows that the positions of author, publisher, bookseller and librarian are likely to be in as much demand as ever. Authors might employ aspects of the new technology, like word-processors, to help them write some books: publishers, booksellers and librarians already use them in their respective roles of book producers, sellers and disseminators. But the traditional roles will only be marginally modified from their present form.

The book, as we know, is familiar, marvellously convenient, readable, aesthetically satisfying and 'userfriendly'. The computer book on the other hand is merely a slice of silicon holding information in machine codes which cannot be read with the naked eye. It will need a translating device to interpret the codes and convert them into whatever

language the human eye can read.

Predictably the read-out terminals of the future will vary in page size for the hand-held books, wrist size for quick reference and portability and even a ceiling projection for reading-in-bed comfort.

For lovers of aesthetic qualities of the traditional bookbinding who like the sensuous touch of leather, the chip reading devices will be available, bound in soft leather and with golden clasps. Perhaps we shall see some of these in the future World Book Fairs.

Before I conclude, I would like to stress the vital role that communication plays in human progress. Communication is the constant process of dialogue that exists among people. To the extent that the communication media, of which books form an important part, facilitate this dialogue—efficiently, eloquently, factually, and at least cost people become more responsive to their environment, and thereby more self-reliant in devising effective solutions to life's complexities. And that is what development is all about.



'Communication, Society and Development': A Report of a Commonwealth Committee on Communication and the Media

Presented here are some excerpts from the above thoughtful and incisive report published in 1980. As Shridath S. Rampal, the Commonwealth Secretary-General, explains in his foreword, "... The Report begins with a sensitive analysis of the state of the media in the Commonwealth and then proceeds to make several practical recommendations. It can be read against the back-ground of our times and the growing requirement of developing countries that the flow of news should be more reflective of the personality and priorities from which it comes. The Report's conclusions are geared to helping secure recognition of the role that communication and the media can play in assisting society by strengthening participatory democracy and helping to attain national goals....."

The nine-member Commonwealth panel which drafted the report was chaired by Ernest Corea, now the Sri Lankan Ambassador to the United States.

The report, which includes sections on Communication Policy, Mass Media (Press, Radio, and Television), Public Information Services, News Agencies, and Human Resources, concludes with a list of recommendations. Throughout, it contains many insightful observations on the nature of development communications.

(Reprinted from Development Communication Report, March 1982, No. 37.)

Overview :

1. Communication is so much a part of our lives that its significance as an aspect of human effort and progress is often either taken for granted or simply ignored. The 'communication component' of development projects is frequently tagged on to a budget as an after thought, if it is included at all. Inter personal communicators, be they bare foot midwives or agricultural extension workers, are generally given a low rating on a nation's social scale. Public information officers are shrugged off as doing less substantive work than their colleagues in government. Mass communicators become the subject of great concern only when their activities are believed to be 'creating' violence or dissonance in society.

3. This, indeed, is the true role of the communicator: to serve as the focal point of 'messages' imparting information and ideas; and to ensure that an inter change of information and ideas takes place. The inter personal communicator has a shorter, narrower reach; the mass communicator a longer, wider one. Both groups perform similar functions, though in different ways. Without their active and sustained involvement, an important component of the development process is lost to societies moving towards the goals of self-improvement and self-fulfilment.

4. Communication is a dynamic process which is more effective if it is participatory. In any society, the communicator who considers his audience or readership as a passive group, or as a target to be hit, is performing only a part of his or her function. Eliciting reactions to what has been said and written, and providing the means for such reactions to be made known, are also an essential part of communication. Participatory communication provides people with an opportunity to be directly associated with policy formulation and implementation, giving them a sense of commitment to national issues. For this reason, the concept of participation is crucial to the communication process.

5. How many mistakes in social and economic development could have been avoided with better communication between the planners and the people? Resettlement projects that lie withered and empty...public health clinics whose medication is untouched in village huts... semi-mechanised ploughs in disuse because of faulty maintenance...family planning kits in garbage heaps...benignly motivated land reform which nevertheless evokes peasant anger...these are all among the experiences of the development process. Both developed and developing societies make mistakes. How many mistakes can post-colonial societies, working against many disadvantages including time, afford?

6. The richness of a people's experience; the value of established wisdom; the virtue of commonsense; workday reactions to theoretical formulation: all this and more must go into the national meld if development plans and projects are to inspire and excite. None of this may occur, unless effective communication facilitates it.

11. The argument that communicators in developing countries are unequal to this task only helps to perpetuate a vicious circle. Communicators will forever remain relatively untrained or unskilled, and therefore regarded as incapable of fulfilling their proper function, until their role in society is firmly established and resources for enhancing their skills are provided. In the same spirit, communicators require a certain latitude within which to function. Skilled professionals deprived of 'elbow room' remain in place as malcontents or opt out.

12. Where the communicator's function is recognized and measures are taken to strengthen his or her professionalism, the growth of communication systems that are relevant, vibrant and effective, will be encouraged, not only in the exciting and exacting tasks of nation building but also in more leisurely pursuits which are part of the fullness of life. This might seem a difficult objective, but it is an objective worth pursuing.

14. Communication and media in developing countries, no less than other areas of activity, require urgent attention of a special kind. In many Commonwealth developing countries, the role of communication has to be defined and established. In many, new technologies need to be introduced without unduly straining human and material resources. In most, the manpower base of communication facilities has to be greatly strengthened. Above all, communication and the media need to grow in such a way that they are appropriate to the social and cultural patterns of each country.

Mass Media :

2.1 The mass media present developing countries with great opportunities—and great challenges. Society can benefit from the potentially extensive reach of the media, not only in the process of development but also in various other aspects of life. There must be time for joy in society, no less than for effort, and the media can bring enjoyment into homes quickly and easily. They can serve society in a number of ways, from disseminating news of farm prices through announcing weather warnings to exciting the human mind with words, songs and music. Their role as entertainers must not be disregarded. Unless people are helped to listen to or read things they enjoy they will not discover the important information they should acquire. It is a matter of concern in many developing countries that too many people who could afford to buy newspapers do not, or listen to a foreign station instead of their own.

2.2 The media, like any other institution in society, do not develop or exist in a vacuum. They are a part of society, and must reflect that society and be responsive to its needs and goals, if they are to be relevant and durable. Excessive dependence on foreign material, whether by way of reading matter or broadcast programmes, can be culturally disruptive. While, therefore, the media in different parts of the Commonwealth can sustain each other, their characteristics will inevitably vary from country to country.

2.3 The mass media in many developing countries, based primarily on colonial experience, are too heavily urban-oriented, and do not meet the needs of their rural populations.

2.9 By definition, the print media reach only the literate groups, and these tend to be largely urban elites whose position in society can be reinforced by the additional information they receive. This situation is accentuated by the fact that English, the common language of multilingual societies in the Commonwealth, which is also the language in which most foreign information is available, is itself limited to the most influential sector of the literate population.

2.10 The literacy problem is compounded in many Commonwealth countries by the existence of several language groups, each of which requires specific attention. Despite these difficulties, the newspapers and other components of the print media have an important role in promoting literacy. This can be advanced if they are adapted to the needs of the bulk of their reading audience and adopt a style and format designed to promote reading interests.

2.11 The small-readership press is of special significance in the Commonwealth, where many countries have small populations, or several linguistic groups. Large, city-based newspapers face problems of distribution in countries which are sprawling, have difficult terrain, or have limited transport service. In some instances, city-based newspapers do not serve adequately the needs—economic, social, cultural—of small rural communities, or particular linguistic groups. The growth of local newspapers, produced with simple and inexpensive technology, could help to fill these gaps.

Human Resources:

5.1 Communicators are called upon to carry out a wide range of tasks, each requiring special expertise. In the media

and in public information services, for instance, practitioners must not only be adept in the techniques of their craft; they must also have a substantial background of knowledge in several areas. It follows, therefore, that building up a corps of appropriately qualified people is priority for all components of a national communication system.

5.2 This is a pressing problem in the development of communications in most countries of the Commonwealth where practical communication training is limited, or where many recruits entering the communication media have not had the benefit of a broad education. The proper development of all communication media requires a more consistent and comprehensive pattern of training than has so far been possible.

5.3 Training for communicators has to take into account a variety of factors including different forms of communication, the general level of education in a country, the need for training in different aspects of communications, and the fact that for training to be effective

it must be a continuing process.

5.4 Non-formal communicators (agricultural extension or family planning workers, for instance) should be selected for their ability to empathize with the public, and be trained to communicate specialized information simply and effectively.

5.5 Media personnel have to learn their craft at a time when the nature of the craft itself is changing rapidly. New technologies have made many established training manuals obsolete. The process of training has therefore to be continuously reassessed and, where necessary, revamped. In this context, 'training for trainers' becomes as important as 'training for trainees'.

5.6 Media personnel have also to acquire a broad background of relevant knowledge if their assessments are to be valid and their approach to issues knowledgeable. Their special role in the development process requires that they bring a variety of journalistic skills to bear on complex national and international questions.



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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all individuals and institutions who believe in the aims and objectives of the Association.

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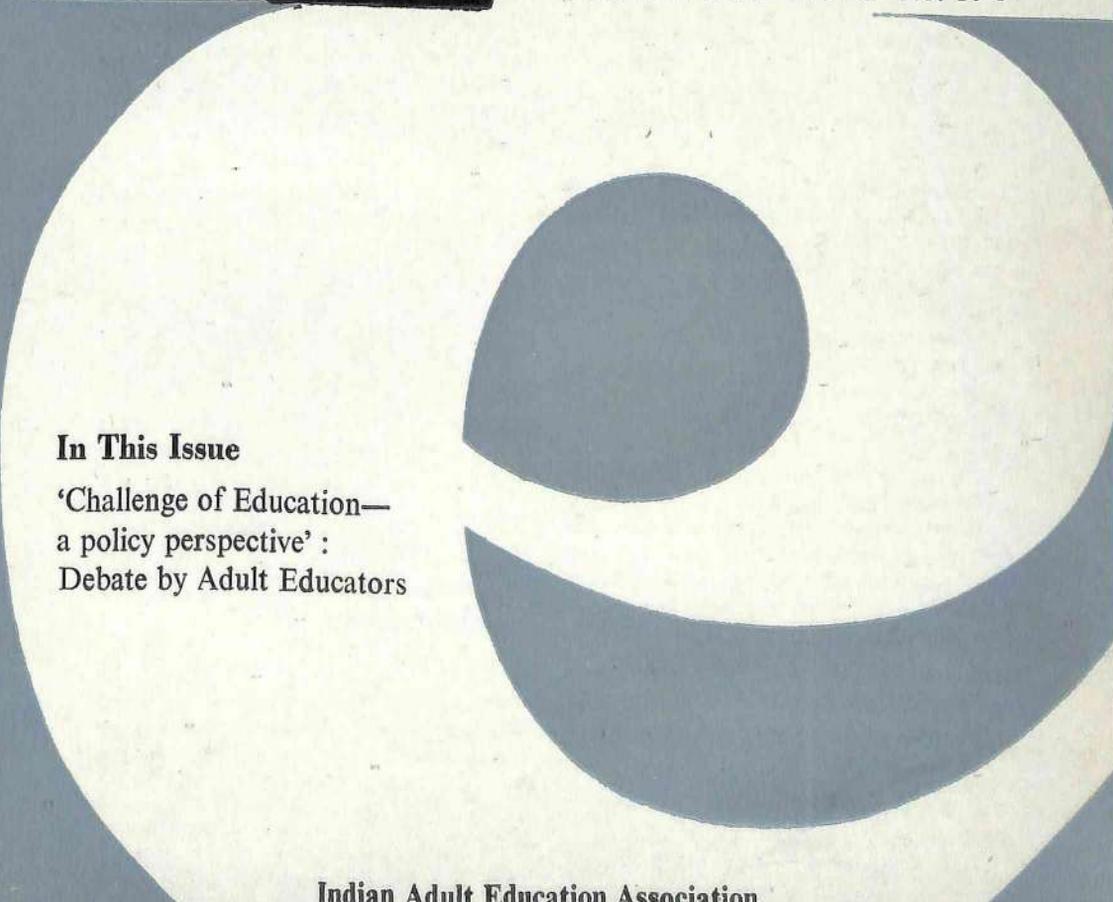
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In This Issue

'Challenge of Education—
a policy perspective':
Debate by Adult Educators

Indian Adult Education Association



Indian Journal of Adult Education

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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

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Delivery System : The Crucial Need

The Dimension

Unesco reports that of the World's 889 million adult illiterates in 1985, in the age group of 15+ India has 264 million, which is 30 per cent of the world total, and which leads the World Bank to the conclusion that India will be entering the 21st century with the largest illiterate population in the world, if the present situation of its education continues.

Constraints

We should begin with admitting that there are reasons for the World Bank's pessimistic forecast. If the quantitative path of our literacy effort in the future is on the lines of the past, then the situation is grim indeed. In the five years of the Sixth Plan, our adult literacy effort was around 5 million per annum. At this rate, without allowing for the effects of population growth, it will not be before 2040 AD that we will have a literate population. This squares ill with the vision of India in the 21st century that is held up before us. "To talk of readiness to enter the 21st century without adult education of the people is to say the least unrealistic. It is impossible to build a dynamic, vibrant and cohesive nation, capable of providing its people with the wherewithal for creating a better, fuller and more purposeful life without adequate provision for adult education" (Nanavatty).

Even more serious is the growing inegalitarian society in which the education system has been and is functioning, to which education has made its own contribution; in the widening gap between the few institutions of quality in the form of public schools, some universities and colleges and professional education institutions on the one hand and the mass of ill equipped, unattractive and low level schools and educational institutions on the other : in the access to the former being limited to the children of the well to do (in the case of primary education "to the section of lower *dwija* castes, the upwardly mobile middle classes, and miniscule minority of Harijans and tribals"), while the poor educational institutions cater to the children from the poor majority. And so the question is posed : "How can any edifice of an educational policy stand on such a narrow base of 37 per cent literacy and sharply declining rates of elementary and primary education?" (Chaturvedi, p.).

Equally disturbing is the hidden conflict and contradiction between the end purpose of an adult literacy programme and the law and order basis of the govern-

mental establishment which is the planner and financing agent of the programme. The end purpose of the adult literacy programme is to make the adult self reliant and self conscious of his exploited and discriminated condition, which will lead him to join others of his kind to fight for his rights. This will, however, create a law and order problem for the local authority and the State, and the question will arise whether the State should finance its own *harakiri*. "If the rural poor become literate and aware of their rights, if they come together to demand their rights, the first person to feel the pinch will be the local teachers and other petty functionaries of the State. There is a clear conflict of interest between front line functionaries of the State and the poor people" (Rajesh Tandon).

Against these serious constraints that a programme of adult literacy faces are to be set the positive factors which introduce a new dimension and a new perspective as we face the coming years.

Facilitators

The first and possibly the most important factor is that there seems to be a political will emerging that sees education as the key and decisive element in the development of the individual and the nation, and wants a restructuring of the entire education system to give expression to this decision. This is the first time that a Prime Minister of the country has referred to education as being the key to development and is insistent on education being reshaped to meet the demands of the future. One earlier Prime Minister, Morarji Desai, had a similar vision of adult education (which did not extend to all of education), and which unfortunately could not be put into effect in any full sense because of his short tenure. The Prime Minister's political decision needs to seep down to the Parliament and the parties which make up the Parliament, the State Governments and Legislatures, down to the Zilla Parishads and Block and Mandal Councils. This political process has now rightly begun with the Prime Minister.

The second strong point is that the adult literacy programme is being conceived within a holistic view of education. The universalisation of elementary education which is set within the Seventh Plan time frame is seen for its attainment as being dependent on the parents of the elementary school pupils being made literate, just as the success of the compulsory elementary education programme will contribute to keeping the numbers of adult illiterates down by cutting down the future cohorts of drop-outs and left-outs adding to its ranks. Such universalisation of elementary and adult literacy education will broaden the base of secondary and higher education entrants, and provide vocational, professional and liberal arts and science education, and opportunities for science & technology research to the outstanding pupils in every class of society.

The third strong point is that we can and must devise a delivery system of the new education programme, and in particular of the adult literacy sector of the programme which is the concern of this special issue.

To start with, to make the delivery system viable and the numbers involved in the delivery manageable, for the Seventh Plan period the scope of adult illiterates to be made literate should be restricted to the age group 15 to 35, which is also the most productive period of one's working life. This reduces the number of adults to be made literate from the 264 million referred to earlier to 110 million, of whom 23 million have been attending literacy classes so far, so that some 87 million have to be covered.

Options in Delivery

Here, there is an option facing us.

Either we can organise a national campaign under which all students and teachers of the higher secondary schools, colleges and universities in each State work in the villages and towns for six months, running literacy classes daily for two hours.

Or alternatively each student in the higher secondary, colleges and universities should be required to make 100 illiterate adults literate as part of his higher secondary, or under graduate or post graduate course and the resulting degree and diploma.

The first alternative will involve the educational institutions giving one term—January-March with which the 3-month vacation period, April-June, could be merged to provide the six months for the campaign. If this option is decided on by the States, higher secondary schools, colleges and universities, the examinations, if they are continued in the present form, can be held in July, with students and teachers continuing their learning during January-April, as they will be working on literacy only in the evening. The campaign might be set for the period, January-June 1987, and the balance of 1985 and all of 1986 spent in (a) planning the literacy centres to be run by each institution in each block and group of villages, (b) the voluntary agencies and the staff of the teacher training colleges training students and teachers in literacy-teaching techniques, (c) the State Resource Centres and the State Text Book Bureaus along with University Mass Media Departments producing on a massive scale, reading materials, text books for the neo-literates, filmstrips, video cassettes and other audio and visual materials, which will have to be a continuing programme in the following years so that reading, audio and visual materials become plentifully available in the villages and towns at little cost. "A massive programme of adult education supported by the media and all educated citizens becomes a crucial pre-requisite" (Dutta).

The second alternative will mean that the campaign will last for 3 academic years, with all the three conditions set forth above, becoming operative under this option also.

Under both alternatives, the time needed to make a person literate is established as six months. In this context, it will be noted that a 2-year study sponsored by the Indian Adult Education Association and confirmed at a national seminar organis-

ed by it has concluded that seven months' period is adequate for an adult illiterate to learn literacy. (*IAEA Newsletter*, August 1985, pp-2-5).

The Union and State Governments should form a small council, each composed of representatives of UGC, colleges, higher secondary schools, voluntary agencies and other development departments to plan this programme and supervise its execution. The Union Government and the State Governments should fund this programme on some formula of matching, similar to what obtains at present (on a 70 : 30 basis).

I have dwelt at some length on the delivery mechanism—the administrative machinery, because there is emerging broad agreement on the policy and the plan. In fact our policies are unexceptional, both overall and sectoral, and our planning is among the most sophisticated in the world. Where we have failed is in execution and administration. Now with the political will for a comprehensive education system, with the Plan to use adult education for the poor and disadvantaged to fight and get their place under the Indian sun, we should devise and operate a management system for adult literacy which removes this canker of illiteracy from our body politic. It can be done. It shall be done.

Malcolm S. Adiseshiah

'Challenge of Education— a policy perspective'

"...the development of human resources is the main function of education."

"The concept of societal development includes economic development for furthering the material well-being of people ; social and political development for living harmoniously and promoting a democratic and just society ; and intellectual, cultural and aesthetic development for enrichment of the quality of life."

"In this process, the concept of education itself has changed. It is no more confined to formal structures and institutions. The dynamics of the expansion of knowledge has led to the concept of life-long learning for the individual and the evolution of institutions of continuing education."

"In the Indian context, the concept of national development goes far beyond economic growth ; it is concerned equally with the development of a self-confident individual, with a strong commitment to democratic values, concerned with the creation of a nation united in purpose out of people speaking different languages, professing different religions and rooted in a variety of cultures."

"...literacy in its wider connotation ensures the awakening of the participant's interests in his environment and

Some excerpts from the above document published by the Ministry of Education, Government of India, in August 1985

in processes and practices which can increase his productivity and greatly enrich his personal life."

"...few elite schools concern themselves with developing a sense of social obligation amongst their pupils. The result is that not only an opportunity has been lost to create in the students, during their formative years, sensitivity to pain and poverty but the result is a kind of snobbishness which distances the products of these schools from the realities of their environment.

"...the achievement of universalisation of elementary education is no longer a matter of choice. But achieving universalisation depends not only upon the establishment of greater relevance of educational methodology and content to life, but also on the perception of parents about the value of education. A massive programme for the involvement of the population in functionally relevant education will, therefore, have to be launched."

"...This implies that the backlog of illiterate population in absolute terms keeps on increasing with time. This has severe implications for universalisation of elementary education.

"...the total enrolment under Adult Education Programmes at the end of the sixth plan is approximately 2.3 crores, which calls for strenuous efforts to ensure enrolment of the remaining 8.7 crore illiterates in the age group of 15-35 under functional literacy programmes to achieve the objectives of removal of illiteracy in this age group by 1990.

"According to World Bank estimates, India would have the largest concentration of illiterate population in the world by the year 2000 AD the country will have 54.8 per cent of world's

illiterate population in the age group 15-19. This indicates roughly the magnitude of illiteracy in the country and the urgency and importance that should be attached to removal of illiteracy in the context of taking the country to the threshold of the twenty-first century. It is in this context that major emphasis is being laid on non-formal and adult education."

"...as many as 58 per cent workers in occupations requiring technical knowledge/skill did not possess any formal education and/or training. Similarly, 24 per cent of the workers engaged in the health based occupations did not have any formal education and/or training."

"The world of tomorrow which would usher in an information-rich and technology-intensive society calls for new approaches to learning. Developing the capacity to learn would be more important than what is learnt."

"It is also a world threatened with environmental and nuclear catastrophes. Education for values has acquired a new dimension and a new urgency in this context. We are, therefore, faced simultaneously with the challenge of having to fulfill two formidable tasks; one of providing quality education to every one to develop his fullest potential and the other of simultaneously transforming the content and process of education to meet the emerging needs of tomorrow."

"It is to be ensured that the rural schools will increasingly match the urban schools in the matter of proper buildings, equipment, sports and hobby centres and an adequate number of trained teachers."

"If the community is to be involved, to be effective, its involvement will have

to be multi-dimensional. Persons in the community with resources, knowledge and skills will have to help in setting up and managing the schools; school children of suitable age will have to participate in community work; and learning experiences including skill development will have to be provided in other establishments, where necessary, if the schools do not have the related facilities. The community will also have to assume responsibility for maintaining the school buildings, and for arranging mid-day meals, uniforms (especially for girls), and books etc., as these would greatly facilitate the retention of children in the schools. This would be facilitated if the community is also authorised to keep an eye on the performance of schools and specially of the teachers. Moreover, its views on curriculum would also have to be taken carefully into account. In the interest of a minimum quality of education as well as the need for national cohesion and inter-regional mobility, a common core curricula fortified with carefully prepared textual materials, is an inescapable necessity but the core curricula cannot be the totality of the curricula. A sizeable part of it has to be related and built around the local environment and culture."

"An obligation should be placed upon all development agencies functioning at the grass-root level to lend support to elementary education because, through it only, new ideas, behavioural patterns and values can become internalised and rooted deeply in the personality of the coming generations. Last but not the least, the attainment levels and objectives of elementary education should be redefined succinctly, keeping in view

the fact that for a large percentage of children formal education will cease after the completion of this stage."

"Experience of conducting adult education programmes for the last three decades, and its evaluation by independent agencies, has revealed that want of sufficient motivation prevents illiterates from continuous participation in adult education programme. There is no support to the programme from developmental agencies and the involvement of grass-root voluntary agencies and educational institutions has remained marginal. Literacy has not been used and propagated as an instrument of development because the positive nexus between poverty and illiteracy has not been recognized."

"...the potential of the educated population, especially college and university students has also not been exploited in eradication of illiteracy. The talk of assigning a greater role to NSS and making a minimal performance for removal of illiteracy, a pre-condition for the award of the first degree, has also not received serious consideration. The adult education can only be sustained on the strength of a positive conviction that there is a correlation between literacy and social, economic or political development."

"That removal of illiteracy is possible has been demonstrated by many countries which regarded it as an essential pre-condition for the meaningful participation of the masses in the process of political decision-making and national reconstruction."

"...It seems necessary to consider the possible impact of the Adult Education Programmes on Universalisation of Elementary Education. There appears to be a definite link between the two.

UNESCO studies have revealed that an Adult Literacy level of 70 per cent is the critical threshold for Universalisation of Elementary Education. Illiterate parents are prone to avoid enrolling their children and also take them out if it means any inconvenience to them."

"To an extent the failure of vocational stream is the result of poor linkages between it and industry or opportunities for self employment. Both practical as well as theoretical training in vocational education are best imparted in actual work-situations."

"The question of raising more resources through increased fees, community subscriptions and contributions from development departments and others using the manpower output of higher education needs serious consideration."

"It appears that things have gone awry due to progressive centralisation and bureaucratisation and non-enforcement of discipline, standards and performance norms."

"The (educational) system is expected to generate new knowledge in all fields within the reach of the human mind. In addition, it has to evolve principles, methodologies and guidelines for the application of knowledge for benefiting society. It is also expected to provide knowledge and skills for solving the problems of development. It must also enable the students to develop an understanding and a perspective of the physical and social environment. Research and development and extension, therefore, have to be accepted as essential ingredients of the educational process.

"Secondly, emphasis has to be laid on the socio-economic well-being, competence and creativity of the indi-

vidual, which encompasses :

- "(i) physical, intellectual and aesthetic development of personality;
- "(ii) inculcation of a scientific temper and democratic, moral and spiritual values;
- "(iii) development of self-confidence to innovate and face unfamiliar situations;
- "(iv) creation of an awareness of the physical, social, technological, economic and cultural environment;
- "(v) fostering a healthy attitude to dignity of labour and hard work;
- "(vi) a commitment to principles of secularism and social justice;
- "(vii) dedication to uphold the integrity, honour and foster the development of the country; and
- "(viii) promotion of international understanding

"In addition to developing the personal attributes listed above, education has to assume the responsibility for imparting knowledge about concepts and facts relating to different subjects and for developing skills in the area of languages and communication, as also interest in hobbies, games and sports.

"Besides in relation to economic development and employment, education has to equip the pupils with competence, in terms of knowledge and skills, in various combinations at different levels of understanding, relating to the opportunities of employment in the context of a particular pattern and rate of development.

"Education has to play an important role in integrating the individual into the social system. It is also meant to indicate suitable habits for health care,

mental application, management of time and conservation of physical, mental and emotional energy."

"Adult education would have different goals from those for school and university education."

"While discussing educational objectives, it seems appropriate to state that just as the education system requires support, it is also a support for other spheres of development. Therefore, policies and plans for it must be finalised in consultation with those who employ the manpower produced by it and others whose success in various programmes launched by them is determined by the capabilities, attitudes and behavioural patterns of people whose personality is moulded by exposure to education.

"No law and system can survive if even educated people do not have respect for life or a sense of right and wrong. Democracy and civic life will degenerate beyond recognition if people do not understand the importance of tolerance and respect for viewpoints different from their own. How can a country grow if a spirit of adventure and the confidence to innovate and take risks has not been instilled in young people ?

"The availability of a satellite and a television network covering a majority of the population is potentially one of the most significant factors capable of contributing to the promise of new educational initiatives. This technology can, undoubtedly, revolutionise the teaching-learning system by enriching formal education and also by supporting nonformal education as well as the distance learning systems.

"It is relatively easy to acquire the hardware, but the development of

software to deliver relevant knowledge and inculcation of appropriate attitudes requires a thorough understanding of the strengths and weaknesses of various media and also, an insight into the nature of the communication process, adequate experience of production and extensive field studies to observe and document the linguistic skills and other characteristics of the audience in and out of schools.

"...any substantial improvement in educational coverage as well as retention, which constitutes the core of universalisation of elementary education efforts, will not only require significant increase in educational expenditure on elementary education but will also have a multiplier effect on the total educational budget through increased enrolments in the secondary and higher education. Hence, policy deliberations vis-a-vis universalisation of elementary education need to be matched with hard financial decisions."

"Unfortunately, the impact of Adult Education programmes has, thus far, been far from impressive. This may be because, by and large, these have concentrated on a narrow objective of literacy, making only token concessions to the idea of delivering relevant knowledge to the target population, for improving their economic performance as well as their quality of life. Moreover, Adult Education cannot be pursued with any vigour without the participation of the masses in initiatives for social, economic or political change. Since the rationale and the dynamism of Adult Education programme comes from the perceived imperative that it is a prerequisite for development and survival, it seems necessary to consider that the national goals can be advanced through it."

"There is adequate evidence that adult education can and has to be used as an instrument for the bulk of the population which may have never been to school in order to educate them about the programmes of family welfare, hygiene, immunisation and child-care. On the other hand, the correlation between illiteracy and high infant mortality, high rate of growth of population, female infanticide and poverty has also been established. From the point of view of political participation, which is the bed-rock of democracy, adult education has been seen to play a vital role."

"The real problem is as to who can be the catalysts for Adult Education. Apparently, even the bureaucracy concerned with development departments has a definite role in this regard but whether the required dynamism in Adult Education can be sustained only by them needs careful consideration. Voluntary organisations seem to have an important role in this movement, but how this role can be realised is still a moot question. Similarly, it has to be determined as to what responsibility should be placed upon the employers, particularly in the organised sector, for promoting education and literacy amongst their employees. There is an overwhelming evidence to show that wherever such initiatives have been taken, industrial relations have improved and productivity has also been augmented. The benefits that will accrue to the illiterate population on the one hand and to the participants from amongst the students and teachers on the other have also to be assessed. It seems self-evident that there is no better way of integrating educational institutions with society

than by organising their participation in this programme."

"Our country's history of modern education is full of contributions made by social service societies and voluntary agencies. Great political and religious leaders as well as seers and sages, transformed their vision of the country's future by establishing educational institutions and by training young minds to shoulder responsibilities of mass education, social reform and cultural advancement. Although a large number of men and women continue to work through voluntary agencies, there is an enormous scope to increase their involvement. Wherever possible, effort should be made to entrust responsibility for formal or non-formal education, of young people as well as of adults, to suitable voluntary agencies. We should particularly look at them for organisation of innovative and pace-setter programmes."

"It has also been proposed that a moratorium should be placed on further expansion of the traditional pattern of colleges and universities. New colleges and universities should offer only work oriented or socially relevant courses, catering to carefully identified tasks which usually have a multi-disciplinary character."

"It is difficult to define quality, particularly with reference to educational processes. However, it could be stated that a quality conscious system would produce people who have the attributes of functional and social relevance, mental agility and physical dexterity, efficacy and reliability and, above all, the confidence and the capability to communicate effectively and exercise initiative, innovative and experiment

(Contd. on page 26)

Adult Education and the New Education Policy

Amrik Singh

THE policy document entitled 'Challenge of Education' put out by the Ministry of Education in August, 1985, deals with adult education in some detail but not to the extent that was called for. The issue is referred to at several places and almost invariably in the context of India having the largest number of illiterates in the world. The following statement, for instance, is illustrative of the approach adopted in the document.

"...the basic strategy of development has not been changed even in the Seventh Plan. A certain design of planning was drawn up at the time of the Second Plan and in essentials, that very design has been continued.

"Therefore, it should not be particularly difficult to infer that the constraint of resources will continue to operate more or less with the same rigour. What can change, and that is if a real heroic effort is made, is the mobilisation of the community in favour of education. This obviously will include both elementary and adult education."

According to World Bank estimates, India would have the largest concentration of illiterate population in the world by the year 2000 A.D.; the country will have 54.8% of world's illiterate population in the age-group 15-19.

It is in this vein that the matter is referred to at a number of places. There is also an attempt to put the issue in the context of India's overall development. For instance, it is said, "There is no support to the programme (of adult education) from developmental agencies and the involvement of grass-root voluntary agencies and educational institutions has not been used and propagated as an instrument of development because the positive nexus between poverty and illiteracy has not been recognised". Going further, the

document also recognises the link between adult education programmes and universalisation of elementary education. This link is however not explored in full depth. This, perhaps constitutes the main weakness of the document and may be enlarged upon.

Universalisation of Elementary Education

This is in a sense the running theme of the document. The issue is referred to repeatedly from several points of view. Not only is the constitutional directive reiterated, the argument is presented in terms of funding in the following words :

Considering the constitutional imperative regarding the universalisation of elementary education it was to be expected that the share of this sector would be protected from attrition. Facts, however, point in the opposite direction. From a share of 56 per cent in the First Plan, it declined to 35 per cent in the Second Plan, to 34 per cent in the Third Plan, to 30 per cent in the Fourth Plan. It started going up again only in the Fifth Plan, when it was at the level of 32 per cent, increasing in Sixth Plan to 36 per cent, still 20 per cent below the First and Sixth Five Year Plans, the share of university education went up from 9 per cent to 16 per cent.

The document goes into concrete details also and refers to the role and performance of the various States in the country. Here also the document is both specific and forthright :

Education has, till now, been essentially the responsibility of States. They have been providing around 70 per cent of total plan expenditure

for education. This means that availability of educational facilities has been dependent, not upon the commitment of the nation as a whole, but upon the vicissitudes of the resources allocated by States. Consequently, children in Bihar, Uttar Pradesh, Orissa, Madhya Pradesh, Assam and Rajasthan were at a great disadvantage in comparison to Punjab, Kerala, Tamil Nadu, Gujarat and Maharashtra. This would be evidenced by figures of per capita budget expenditure on education in 1982-83 which were as low as Rs. 40.5 in Uttar Pradesh, Rs. 49.4 in Madhya Pradesh and Rs. 51.2 in Bihar, while the corresponding figures were Rs. 119.5 in Kerala and Rs. 100 in Punjab with the all India average of Rs. 68.2.

In the light of the fundamental role assigned to education in national well being and development, it is necessary to decide as to how resources will be allocated for education and the extent to which Central Government would assume the responsibility to promote priority programmes and how possibly, the share of education might be augmented within the framework of competing demands in different States. It is essential that quantitative, qualitative, and temporal objectives should be determined through an iterative process with reference to the availability of resources. Otherwise adoption of indisputably unimplementable targets results in disorientation, ad-hocism and lack of commitment.

The purpose of quoting at some length from the document is to make the

point that the document is not at all ambivalent in regard to its priorities nor in the course of analysis has an attempt been made to dodge the issues or to understate the gravity of the situation. Universal elementary education is so fundamental to the growth of the country that the document recognises its over-riding importance and goes into details like what has been done over the years and what are the constraints.

In regard to elementary education, an important bottleneck is the fact that the requisite funding for it has not been forthcoming. The document states it clearly that the per capita expenditure on education is the lowest in the case of U.P. and this State is one of the most backward in this regard. Considering that U.P. has one sixth of India's population, this is almost an indictment of what has been happening in that State.

Some of the other bottlenecks are the manner in which the schools are run, the absence of involvement of the community and the indifferent performance even downright negligence of their duties by the teachers at the level of elementary education. All these are referred to and one cannot but applaud the Ministry of Education for having called a spade a spade.

What the document however fails to do is recognise that the Seventh Plan has already been drawn up and however strong and valid be its plea for a higher outlay on education, the decisions have already been made. Priorities of allocation have been worked out in the Draft Plan which has been approved by the Planning Commission. Since that has been already done, there can at

best be marginal adjustments and little more than that. Put plainly, it has been already decided what would be the outlay on elementary education. There is no particular danger of its being decreased nor is there any likelihood of its being increased. All that will happen is that appropriate adjustments would be made from year to year when the Annual Plans are finalised.

Furthermore, Prime Minister announced to the State Ministers of Education that an additional sum of 1,500 crores was going to be provided for social services, including education, in the Seventh Plan. There can be no clearer indication of the constraint of resource than the fact that priorities in regard to items under the Seventh Plan have been already determined. This includes education as well. Therefore, however, eloquent and urgent the plea for greater outlay on elementary education, in actual fact there is not going to be any change in the figures already settled upon.

Put negatively, this document would be yet another piece of powerful but sterile writing in favour of universalising elementary education. A large number of reports and documents have already made the same plea. This document in that sense becomes a part of that series. The outcome however would be no different from what it has always been, that is, the situation would remain unchanged. However ungracious or unwelcome this may sound, this is the hard reality and there is no getting away from it.

Lack of Community Support

If the situation is so discouraging, why discuss the matter at all? This could be a point of view. As against this, it may be said that the situation

is discouraging mainly as far as the spread of elementary education is concerned and that is largely because of lack of resources. The other constraint is lack of community support and it may be possible to do something here. Lack of funding cannot be so easily overcome for basic decisions have already been taken. Only consequential decisions remain to be taken. A certain amount of adjustment is always possible but we are not likely to have a situation in the course of the Seventh Plan when funds of the requisite magnitude for elementary education would become available. That will not happen and we might as well accept the situation. But the situation regarding the role that community effort can play need not be taken as foreclosed.

In this connection two subsidiary points may be made. The situation regarding school enrolment varies from State to State and the percentage of children who attend school varies from 60-70% to almost 100%. Within the next few years the situation is likely to improve somewhat though, to be sure, only marginally so. With every year that has passed, more and more children have been attending school and that is how the percentage of those getting enrolled has been rising. It may not become 100% in the foreseeable future but it must be recognised that the percentage of enrolment has been rising.

Two, the problem is not that the percentage of enrolment has not been rising; the problem is that the drop-out rate is not falling. For quite some years now, the drop-out rate has been around 60%. It does not show any signs of coming down. The reasons are more social and economic than

educational. As soon as a child becomes 8 or 9 even if he had been enrolled a couple of years earlier (and this is not as formal a phenomenon as most people would like to believe), parents quite often withdraw the child from school. If it is a boy, he can be put on to various jobs. If it is a girl, she can help around the house, especially in looking after the siblings. The overriding reason for this high drop-out rate, as is widely recognised, is poverty. Parents do not have enough income to be able to keep children at school nor do they see any connection between the children being at school and an improvement in their earning capacity.

Thus while one important aspect of the attempt to universalise education is linked up with greater availability of funds, it is also linked up with the capacity of the family to support the child at school. In fact, it is generally accepted that the spread of elementary education has reached a point where it cannot spread further unless, at the same time, there is improvement in the economic situation of the concerned families. In a sense it is a vicious circle and there is no easy way of getting out of it.

While this part of the problem cannot be resolved so easily or without an extraordinary effort by the whole country, there can be some marginal improvements in respect of the commitment of the community. In a large number of schools (some would even say that they constitute the majority) teachers do not go to school and the school exists only in name. In certain cases teachers receive the salary but farm out the job to others who are prepared to accept a still lower wage. In any case approximately 40% of the

schools are one-teacher schools. To change, the situation would without question require a substantially higher outlay on education. This part of the problem, to that extent, will therefore remain unresolved. But it is not beyond the bounds of possibility that the community arranges things in such a manner that teachers perform better and are also made to perform better. As should be evident, the picture is somewhat discouraging but it is not all that dismal.

Adult Education Front

If the situation on the elementary education front is discouraging, as for the most part it is, can one feel optimistic about adult education? Here too, the picture is almost equally discouraging. As the document recognises, the real problem is as to who can be the catalysts for adult education. According to the document there are two sources of initiative. One is the somewhat amorphous sector of voluntary agencies. In the past they have done a good deal of useful work. There is no good reason why these agencies cannot be helped to activate themselves furthermore. Some State Governments have reservations in this regard but attempts should be made to overcome these reservations.

Here again two subsidiary points may be made. One, the voluntary agencies today are not what they used to be before 1947. During those years the voluntary sector was much active and much more committed. In any case, the State did not function as a welfare state. This is not to suggest that the Indian State today is functioning as one but surely much more welfare work is being done by the

State today than used to be the case before 1947. These details apart, the voluntary agencies today do not have that commitment and that capacity for mobilisation which can make a real contribution to a task like adult education. In consequence, even with the best of intentions the net outcome may not be particularly high.

What is to be done? This leads to the second issue. The distrust of voluntary agencies flows from the fact that some of them are supposed to have a political orientation and this, in the eyes of the State Governments, should not be encouraged. While there is some merit in the reluctance of the State Governments to help those voluntary agencies which have a political outlook, is it not possible to look at the problem somewhat differently?

Let the criteria of evaluation be more precise than what they are today. Even if a voluntary group has given some evidence of being politically oriented that aspect of the problem can be disregarded at least to some extent. What is relevant is the fact whether the adults who have gone through that programme have been educated or not. As long as the basic purpose of providing literacy, numeracy and allied skills to adults is served there should be no misgiving. In plain words, the overriding consideration should be that the objectives are precisely defined and it is ensured that those have been met with. If the objectives are met, other things can be treated as secondary.

In any case, adults, whether literate or illiterate, are not free of political leanings and affiliations. If these influences come to them through a political source, it is open to another politi-

cal group to do the same. Put another way, why should a political group be denied public support if it is prepared to meet the objectives prescribed in respect of adult education? If some are more active than others that should not be a cause for regret or envy. On the contrary, it should be a cause for greater and more systematic effort.

Some people may look upon this particular point of view as unorthodox and therefore unacceptable. But the fact of the matter is that competition amongst various political parties is a part of the democratic process. If a particular party which controls the government today wishes to inhibit others from being active because it is inactive by itself it is not being democratic. Indeed it is being anti-democratic.

The point which is sought to be made is that if political parties choose to involve themselves in adult education work, such an approach need not be dismissed out of hand. The problem today is that most of them are indifferent to adult education. If they show interest, the only problem would be how to stop them from being political in the partisan sense so that what they undertake to do, that is, the adult education work does get done. This would require two things; one is close monitoring of what is done and the second is laying down certain norms of performance which must be complied with if adult education activity is to succeed in its objectives.

Despite these two precautions, there would be some laxity in actual functioning and some overt or covert attempt to bring party politics into it. Though the danger needs to be guarded against,

it is not such a danger as to jeopardise the peace of our polity. On balance therefore, 10-20% of unauthorised political activity may be tolerated as long as the basic job of making the adults literate is performed sincerely and effectively. Not many people will accept such an approach. But given the present state of stagnation on this front, the risk is worth taking. In any case the matter can be reviewed after a year or so. To treat the politically oriented groups as untouchables can only perpetuate the existing situation. What is required is some kind of a change even if it is marginal in character.

Role of Development Agencies

In addition to the role of voluntary agencies, the document also makes the following comment in passing :

Even the bureaucracy concerned with the development departments has a definite role in this regard but whether the required dynamism in Adult Education can be sustained only by them needs careful consideration.

The tone is tentative and no firm posture is adopted. It is suggested that the development agencies have a role to play. To what extent they can do so is another matter however and "needs careful consideration". If this statement is linked with two other statements in the document, something like a strategy begins to emerge. One statement is to the effect that adult education, particularly in the productive age-group of 15-35, has been included as a part of the Minimum Needs Programme. Elsewhere in the document it is mentioned that out of 240 million persons in the organised and semi-organised sector, not more than 60

million have anything like some ability to read and write.

If there cannot be mass mobilisation in favour of adult education, the next best thing is to attempt to do whatever is possible within these limitations. One line of approach is to involve and activate the voluntary agencies. To the extent that they can carry the cause forward, they should be enabled to do so.

The other line of approach can be as suggested above, that is the development agencies might be involved. These agencies will not be able to achieve much; no one should delude himself in regard to what they have been doing in the past and what they can do in the future. Their capacity to deliver the goods is limited and it is idle to believe that what they achieve will be more than a mere fraction of what requires to be done. In a situation like this, however, where there is no political party, whether in the Government or in the opposition which is prepared to undertake a mass effort in favour of adult education, what one is reduced to is to look for alternative, and, maybe inadequate, methods. Mobilising the development agencies is one such method and it should be fully utilised.

To some extent what they can do is predetermined by the number of those working in the organised and semi-organised sector as quoted above. In one sense, the figure of 240 million persons is quite high. In another sense this figure is misleading. A substantial number of these persons are in sectors like mining and construction. Though to some extent these activities are organised, by and large they are not organised. To oblige them to undertake the

task of adult education is going to be exceedingly difficult. And yet it is a possibility that needs to be explored. Even if cent per cent success cannot be achieved, some degree of success can be achieved. In any case, quite a percentage of workers in this sector can be mobilised and indeed require to be mobilised.

The Indian Railways provide a classic example. The number of persons working in the railways is more than a million and a half. Is there any justification for each one of them not being literate, both in the literal and the functional sense? One of the problems in regard to the running of railways is that productivity is not as high as it ought to be. While several factors including the wage level and the ethos of work have a role to play in this regard, it stands to reason that were the workers to be better educated and better trained their productivity would be higher. The fact of the matter is that except here and there the level of performance is mostly casual and sloppy. This explains, amongst other things, why railway accidents take place ever so often, why output all along the line is much lower than it ought to be and why disasters like the Bhopal tragedy occur. In our country we have just not created that ethos of work and that technological competence which are necessary for the country to get modernised. Properly speaking, these attitudes of mind should be imbibed by every child who passes through the school system. But the situation being what it is, such a thing does not happen. Nor is any attempt made to remedy the situation at the time when programmes of various kinds are undertaken. Were there to be an awareness of the need

for high performance, of quality, of industrial safety and the other things that go with this approach the level of competence would vastly improve. It is time that this kind of awareness is promoted. Going a step further, it should be made almost a pre-condition of industrial and commercial activity. Should such an attitude come to be adopted, the link between productivity and adult education would come to be seen more clearly and perhaps unambiguously.

Moving into the 21st Century

What has been stated above clearly points to the relevance of the slogan—moving into the 21st century—which has been projected a good deal of late. Whether it remains a slogan or becomes a call to action remains to be seen. It is necessary to say so because over the last couple of decades we have more or less lived by slogans. To keep on doing so would lead to contradictions on the social and economic plane. It is all the more important, therefore, that we take positive steps to give reality to this slogan of moving into the 21st century.

Some parts of the country have already given evidence of moving into the 21st century. This can be seen in the way they have taken to the new techniques of production as well as the scientific methods of agriculture and are receptive to the kind of industrial culture which ought to govern a much wider range of economic activities than is to be seen today. As against that, there are parts of India where people still live in the traditional way and are not willing to adopt themselves to the changing pace of things. It is precisely in those parts of the country

that literacy is low and efforts at any variety of adult education are at a low ebb.

The problem, therefore, needs to be broken into various small steps, quite a few of which have a bearing on other factors such as agrarian relations and land holdings. That the complexity of things is a fact of life is recognised in the arrangement that the whole package of programmes dealing with these aspects of social and economic life is described as the Minimum Needs Programme; the accent is on things other than mere literacy.

While the initiative for this kind of Programme comes from the Government, it can succeed better provided there is supportive activity on the voluntary plane as well. Wherever the local people show enthusiasm and commitment, this Programme succeeds, markedly so; wherever that cannot be done, the Programme keeps on functioning but at a lower level of efficiency. It may be possible to some extent to step up activity on behalf of the Government but this cannot be done beyond a point. Not only that, as soon as a real change is sought to be effected, it disturbs the existing balance of forces with the result that some kind of resistance develops. This kind of resistance can be overcome mainly with the help of voluntary mobilisation but that is precisely what has been lacking for quite some years.

Having entered this caveat, however, it is possible to consider the problem from two different points of view. One is the organised sector and the other is the semi-organised sector. This is said mainly with reference to the 240 million people to whom a reference has been made in the document.

Approximately less than half of them belong to the organised sector and, as in the case of railways, arrangements can be made to involve these people in the adult education programme. In regard to the remaining half and more, the pressure in favour of a meaningful adult education programme would have to be sustained and persistent, and would certainly grow stronger if there were to be some degree of political mobilisation as well. The various development agencies can play an important role here and it should be possible to activate them.

In regard to the unorganised sector, and that concerns mainly people engaged in agriculture, the situation is different. The voluntary agencies have a considerable role to play there. To the extent that they can be mobilised, they ought to be mobilised and their political affiliations may not be given more than passing importance. Since the matter has been referred to already, it should not be necessary to repeat things again.

Whether the requisite degree of political mobilisation can be ensured or not, there can be a certain degree of community mobilisation at any rate. Were the village community to take more interest in the functioning of the village schools, the teachers would perform better. This does not too require much of an effort; it should be possible to ensure at least this much. In almost every village, there usually are quite a number of educated youngmen who are either not engaged in anything recognisable or are engaged in agriculture only partially. In either case, they have some free time which, given a flexible approach, can be put to use in the cause of adult education.

In a few cases, though not very many, even young women may be able to undertake this job. In that regard, the situation is distinctly unfavourable for women. Prejudice against women being educated is quite widespread in certain parts of the country. It cannot be overcome except through mobilisation of public opinion. This unavoidably requires the involvement of other sectors of the community. In this sense, the programmes for adult education cannot be undertaken except through the involvement of the whole community. In fact, community involvement is crucial both for making elementary education more effective and more functional. At the same time, it is a precondition for any kind of impact in the field of adult education.

The Issue for Consideration

If community involvement is so central to the growth and fostering of elementary education as well as adult education, a question that can legitimately arise is if both of them require to be fostered at the same time? Or can there be a question of precedence between the two?

The issue is not so idle as might appear. In his address to the State Ministers for Education on August 29, 1985, Mr K. C. Pant observed as follows :

There is, first of all, repeated emphasis on a reduction of inequality of educational opportunities. We cannot talk about fair opportunity to all, when a vast majority of our people cannot read or write, and when a majority of the children below 14 years of age drop out from school before they complete even five years of education. Foremost importance has, therefore, been assigned to widening access

to education. This has formidable implications, because, it would involve more than one and a half times expansion of education at the primary stage and more than three times expansion at the middle stage.

This is what has been stated in regard to the elementary and lower secondary stages. The problems in regard to adult education are equally formidable. While considering the overall situation, therefore, both of them must be considered at the same time. On the basis of what has been stated above, two conclusions emerge :

(a) In addition to those enrolled at the primary stage, another 50% children would have to be enrolled; and

(b) At the lower secondary stage, three times as many children would have to be enrolled further.

If the past experience is any guide, nothing extraordinary is likely to be done at the primary stage. Almost a quarter century ago, a kind of unstated decision was taken according to which the country tried to increase enrolment at the primary stage to whatever extent its resources permitted. All these years, despite whatever might have been said, it is that very policy which has been followed. As stated earlier, there are two types of constraints. One is the constraint of resources and the other is the constraint of community mobilisation. The constraint of resources is likely to stay with us because the basic strategy of development has not been changed even in the Seventh Plan. A certain design of planning was drawn up at the time of the Second Plan and, in essentials, that very design has been continued.

Therefore, it should not be particularly difficult to infer that the constraint of resources will continue to operate more or less with the same rigour. What can change, and that is if a real heroic effort is made, is the mobilisation of the community in favour of education. This obviously will include both elementary and adult education. In the area of primary education it can mean a reduction in the drop-out rate. At the moment the approximate drop-out rate varies from 7% (Kerala) to almost 70% (U. P.). In terms of economic development Kerala is certainly better off than U. P. But what is unique about Kerala is the commitment to education. Despite all factors to the contrary, parents deem it their responsibility to keep the children at school. This is where the community opinion can play a role. Community opinion requires to be mobilised in States like U. P. The drop-out rate is likely to come down in that case and that would be a tremendous gain. At the same time, this can also ensure better monitoring of what teachers do in the school which in turn can improve the quality of work done in those institutions.

Should it become possible to mobilise community support in a vigorous and assertive fashion, as is advocated, the situation that would arise would be somewhat like this. Community support to education would be forthcoming but resources for expansion of primary education would be a constraint; in that situation would it not be better if some marginally additional resources could be mobilised and spent on promoting adult education? There is an important point of difference here. In the case of adult education, the returns can be seen in a

couple of years. In the case of primary education, the returns take much longer to manifest themselves. Since India has a very substantial segment of population in the age group of 15-35 it may not be a bad strategy to function as follows :

— Primary education may be strengthened further mainly through the mobilisation of community effort. Better input by teachers and a lower drop-out rate would be two of its most noticeable and immediate consequences.

— In order to be able to induce children of the school going age to attend the primary school, it would be necessary to improve the economic position of the concerned families. That is not going to be accomplished so easily. In fact, to increase the catchment area of primary education in the next five years is going to be much more difficult than it was during the preceding few decades. This is because it is mainly the children of very poor families who do not go to the school at the moment. These children will go to school only when the family finds it possible to support them. Since that is not happening, either children are not being sent to school or they are being withdrawn after a year or two.

In other words, the objective to increase enrolment at the primary level, while laudable and desirable, cannot be fulfilled till there is, simultaneously, success on the plane of the Minimum

Needs Programme. Poverty as an inhibiting factor must be overcome before cent per cent attendance at the school can be guaranteed.

— Since resources are a serious constraint, and are likely to continue to remain as such, whatever additional resources can be mobilised might be used in order to cater to the needs of those within the age bracket of 15-35 with a thrust in favour of literacy and a considerable dose of functional competence. The figure of 240 million, referred to earlier, should be kept as the target figure. Approximately half of them can be covered within two years and the remaining half can be covered within the remaining two years of the Seventh Plan. While one can plan big, it seems that to achieve anything more than that in the Seventh Plan would be more ambitious than the resources would permit. If the resources can be found and something more ambitious can be achieved, that would be gratifying. But this much should be regarded as a limited and realisable objective.

The assumption behind the argument given above is that while scarcity on funds would continue to be a problem, community support can be mobilised. If somebody argues that even that cannot be done, the answer to such an objection is that in that case let us forget about being able to do anything in the field of education or adult education. ●●●

National Education Policy : Some Irreverent Posers

Rajesh Tandon

THE Government of India has recently produced a document outlining the policy perspective of education in the country. In many ways, this document is the first comprehensive effort by the Government to critically analyse the developments in the educational system in the country since independence. This analysis has been presented in a logical and forthright manner and covers a wide range of aspects directly and indirectly affecting the educational system in India.

In setting out the directions for the role of education in the Indian society, the document has rightly taken a broad, futuristic perspective. It has been frequently mentioned in this perspective that the purpose of education should be to create "A learning society" in India where the "capacity to learn"—learning how to learn—is the most important aspect. This reference to creating a learning society is further expanded to include the creation of a "universal learning environment" such that people of all ages, irrespective of caste, creed, sex, region and religion, are able to continuously engage in learning. The role of education as outlined in the document seems to be overwhelming, with a great deal of emphasis on "the socio-economic well

"If we look at the present situation in the country, there is very little meaning in learning of the different things that the policy document suggests education should provide for. There is very little linkage between learning, competency and creativity of an individual and making a decent living in the society...The poor rural families have seen how marginally educated youth have left rural areas and migrated to cities...most of the so called educated persons have developed anti-learning orientation and are highly closed to further learning..."

"Learning to learn is essentially a continuous process of discovery and enquiry. Our training programmes for teachers and trainers seem to kill this. Therefore, there is a crucial need for emphasising the use of principles of Participatory Training and Research..."

being, competency and creativity of the individuals."

As stated, this is a useful document for initiating a debate on the National Education Policy as well as its implementation strategy. In this note, I would like to look at some basic aspects of learning in our society based on my experiences in the field of training and education with a wide range of adults. Subsequently, I will also focus on adult education as a component of the National Education Policy.

Why Learn ?

Why do people learn anything ? Why do people learn in India ? Why do people go for formal education as a repository of learning ? If we look at the present situation in the country, there is very little meaning in learning of the different things that the policy document suggests education should provide for. There is very little linkage between learning, competency and creativity of an individual and making a decent living in the society. The various role models and examples available in the country today are quite the contrary and suggest that education is basically a meaningless exercise, if one wants to go ahead in life. The poor rural families have seen how marginally educated youth have left rural areas and migrated to cities. If this is the significance of their education, it causes further hardship to their families. Besides, these educated rural youth developed a consumption pattern that their poor families could not afford to support. Hence, it is not a surprise that children of these families do not go to school today.

On the other hand, I have recognised that most of the so called educated persons have developed *anti-learning*

orientation and are highly closed to further learning. This was reflected time and again during the training programmes in the course of my work with managers, Government officials, medical doctors and others. I found that their interest in learning during training programme was minimal. I naively believed then that all training was meant for learning. Then I realised the two common characteristics of most training and retraining activities in this country. First of all, for those responsible for training, it is considered a punishment posting. In the several hundred training institutions of the Central and the State Governments in the country, posting is considered a punishment and an undesirable phase in one's career. As a staff function, training does not provide the necessary power and control which most of us like to enjoy. Thus those responsible for training others are themselves not motivated to create a learning environment for it.

Secondly, those who come for training and retraining programmes do not necessarily do so in the interest of learning something new. Many of them are sent to training programmes to have the much needed rest and holiday; some others come there not because they wanted to learn the theme of the course, but because they were sent by their superiors and are just passing away the time.

Poor Want to Learn

In my experience, the illiterate and semi-literate people are much more excited about learning something that is relevant to their lives. They value the productive learning opportunity because they do not have many in their life. They have the sense of keenness and stake in learning which is missing

among the educated. As a trainer I have found such groups of learners extremely energising and encouraging.

The above poses several questions about the relevance of learning for different categories of people based on their past education and training. The task of creating a new educational system in the country, in fact the task of developing human resources in this country, will require massive programmes of training and retraining. What kind of steps and signals are needed to enhance the priority for training and retraining? What kind of learning methodology will be necessary to overcome anti-learning orientation? Should not we plan for some necessary unlearning before relearning can take place? Should we also not question the bogey of "want of motivation" among the poor? Our tainted framework poses the problem of illiteracy as the question of lack of motivation for learning. It is not a question of their motivation, but whether we have been able to create a meaningful learning opportunity. By equating illiteracy with their lack of motivation, we make it their problem, while it is our failure. If the experiences of many of us are any pointers, the poor are excited about learning if it is meaningful and relevant to their life and living.

Teacher Development

It is in this context that the importance of future training of teachers and trainers needs to be underscored. Learning to learn is essentially a continuous process of discovery and enquiry. Our training programmes for teachers and trainers seem to kill this. Therefore, there is a crucial need for emphasising the use of principles of Participatory Training and Research which we have

found so valuable in our work of training. The thrust of participatory research is to create this enquiry orientation as part of the learning process.

The development of such an orientation demands a deeper change than mere mechanical learning of tools and techniques. The self-development of the teachers and trainers is a critical prerequisite towards building up of the spirit of enquiry. Therefore, future strategies must focus on self-development of the teachers and trainers. It is the self of the teacher which creates the learning environment and not the technology (as has been fallaciously referred to on page 75 of the Document). A rigid teacher/trainer can use the best technology to "teach"; and an open and flexible teacher/trainer can use rudimentary, local technology to facilitate "learning." It is the person, not the technology, that makes the difference.

Dilemma of Adult Education

The policy framework recognises the importance of adult education as a contribution to creating the demand for education in the society. The document also hints at possible difficulties faced in implementing adult education programmes in the past.

One needs to look at the political economy of adult education to fully understand why it has not been possible to implement the adult education programmes in India in the same way as it has been done say in China or Cuba or Nicaragua. If the rural poor become literate and aware of their rights, if they come together to demand their rights, the first persons to feel the pinch will be the local teachers and other petty functionaries of the State. There is a

clear conflict of interest between front-line functionaries of the State and the poor people. Therefore, it is not in the interests of the frontline functionaries to seriously implement, or allow to implement, any adult education programme in the country. The alternatives to this are not clear. Voluntary agencies are certainly better placed to implement a series of adult education programmes. But their scope and reach is rather limited.

This poses a dilemma : in spite of well-articulated roles and programmes of adult education in the country, it is going to be somehow difficult to implement this programme in the present socio-political situation of the country.

The Process

Most policies and programmes are evolved in this country by a method which does not include learning. Can the new Education Policy be evolved differently? Can we create and sustain a process of mutual learning? Can we initiate the process of building a 'universal learning environment' through the task of developing a National Education Policy? I think it is extremely important to recognise that the principles we want to establish in the future should be practised today. The process by which the National Educational Policy will be developed and implemented may effect the contents of the policy as well. ●●●

(Contd. from page 11)

with new situations. To these personal attributes, one could add the dimension of a value of [system conducive to harmony, integration and the welfare of the weak and disadvantaged."

"The educational objectives mentioned above and many other objectives dependent on the values, attitudes and the participation of the people cannot be achieved in an atmosphere of ignorance and apathy, either to value of education or to the requirements of

population control, health and hygiene, ecology and environment, peace and order and other imperatives of national integrity and survival. A massive programme of Adult Education supported by all the media and all the educated citizens, therefore, becomes a crucial pre-requisite. A total atmosphere for development, hard work and excellence can be built up only through a programme which involves everybody as a promoter as well as a recipient of new attitudes and ideas." ●●●

Lifelong Education and the Educational Policy Perspective

S. C. Bhatia

THE Government of India deserves appreciation for submitting to the nation a candid and comprehensive analysis of the educational scene in the country. It is perhaps for the first time that development has been made the main focus to be served by the instrumentality of education. It goes to the credit of Dr. D. S. Kothari whose distinguished Education Commission drew our attention to the critical relationship between education and national development; the new educational policy perspective marks the continuing presence of that indigenous wisdom. "History has established beyond doubt the crucial role played by human resources in the development of nations. And the development of human resources is the main function of education."

"Next to universal literacy, the critical problem in India is one of lifelong education of the barely literate, educated or highly educated population to enable it to keep pace with rapid changes taking place in the modes of production and management of services. In fact, the two—universal literacy and lifelong education—in an integrated form constitute adult education."

Viewing development through change as the key requirement for survival and growth in a modern society, the educational policy perspective gives a call to go beyond "formal structures and institutions" and respond to "the dynamics of the expansion of knowledge" through a process of "lifelong learning for the individual and the evolution of institutions of continuing education".

The capability of the human resources to respond to the "technological revolu-

tion already transforming, not only the modes of production, transportation, communication and management, but also behavioural patterns as well as organisational systems and the cultural milieu" would require continuing and widespread "diffusion of a modern and scientific outlook".

Canvas for Lifelong Education

The challenges facing the country in various sectors of development as contrasted with the state of human resource development appear enormous. The Educational Policy Perspective describes the scenario in terms of the following cold statistics :

(a) Over 50 per cent of the workers in the public sector, in occupations requiring technical knowledge/skills, do not possess the relevant education or training ;

(b) 94 per cent of the workers in occupations requiring general education do not possess formal education ;

(c) employment in professional or technical categories is growing at a very fast pace, particularly in the service sector ;

(d) unemployment amongst graduates in general subjects has been growing at a faster rate than the unemployment amongst high school and secondary school or technical and professional graduates ;

(e) contrary to the popular belief, acquisition of higher degrees does not necessarily lead to better employment ;

(f) a major crisis has surfaced for the 'educated' vis-a-vis employment in the public and private sectors because, in the national or regional job market, in which students from many universities and hundreds of colleges compete with each other, lack of credibility in respect

of grading in examination, has already resulted in delinking, if not of degrees, at least of the grading by universities ; and

(g) in the I to V, or VI to VIII, or IX to X, or ten-plus stages of education, there is nothing in the school system to increase the students' proficiency for the unorganised employment sector in agriculture or related rural occupations.

Apart from equipping human resources to respond to the continuing change in challenges of work in various sectors of development, the system of education is also "expected to generate new knowledge in all fields within the reach of the human mind" and evolving "principles, methodologies and guidelines for the application of knowledge for benefiting society."

The Educational Policy Perspective has dwelt in detail on some of the target groups which need to be provided opportunities for retraining, a continuing process of updating knowledge, skills and attitudes of teachers, youth for whom the present system of education offers very little "complementarity between educational initiatives and the job market", and workers at all levels.

The University Grants Commission (U. G. C.) have visualized involvement of institutions of higher education in various programmes of education for the community under its function of "Extension". The U. G. C. view the following as the backdrop to this involvement :

1. Universities have been largely concerned with two important functions viz., teaching and research. There is now a growing realisation that the universities, though concerned with

higher learning, have an obligation to get intimately involved in the development of the community. So far these institutions of higher learning have been accessible largely to limited number of people. In India large masses of people are deprived of any tangible benefits of our educational system as such. Consequently illiteracy, social and cultural deprivations and poverty are on the increase. Thus large sections of our population are denied of the legitimate social-economic opportunities so essential for removal of inequitable social order.

2. The country which has accepted democracy, socialism and secularism as its national goals to achieve development, cannot afford to restrict the knowledge only to privileged few. Plans to realise their objective of improving the level of living of all and to narrow the inequalities have to look towards a system of education which will achieve the maximum spread of knowledge and skills to less privileged and underprivileged sectors of population. Viewed in this perspective it is imperative that the universities and colleges become sensitive to the learning needs of community and respond to same through relevant learning programmes and tools. The relevance of continuing and extension education, which is the third essential function of universities, in addition to teaching and research should be conceived in a more comprehensive manner. It should comprise of both basic and continuing adult education comprising all spheres of life. This will require an inorganic linkage between continuing and adult education on one side and teaching and research on the other.

3. In order to facilitate such comprehensiveness and intergation, it is necessary to bring all aspects of con-

tinuing education, adult education and population education, planning forums, etc. under a single umbrella and adopt a uniform nomenclature for the department, namely, Department/Centre for Continuing Education and Extension Work. This Department/Centre should have the same status for the representation on academic bodies of the university, recognising its inter-disciplinary nature and functions. In concrete terms the Director of this Department/Centre should enjoy the same status and privileges as of any other uni-disciplinary subject head.

4. The programmes of continuing and adult education and extension work should use non-traditional approaches and innovative methods which will be participatory and work centres in content. The techniques of distance education and mass media should be explored and used. Different resources available with the university and colleges should be used to the fullest for the programmes through continuous interaction between different departments. The distinct characteristics and features of the institution should leave their mark on the programmes undertaken.

5. It is not adequate that universities alone should participate in this programme; it is imperative to involve colleges in this work to extend this programme to absorb local needs. Particularly, involvement of women's colleges located in tribal/backward/rural areas and professional colleges dealing in areas like medicine, engineering, technology, agriculture, home science, nursing, pharmacy, law, education, etc. should be encouraged.

Next to universal literacy, the critical problem in India is one of lifelong education of the barely literate, educa-

ted or highly educated population to enable it to keep pace with rapid changes taking place in the modes of production and management of services. In fact, the two—universal literacy and lifelong education—in an integrated form constitute adult education. In a country like India, it would not be feasible to give exclusive importance to eradication of illiteracy alone, the segments of population having crossed the literacy level would need to be supported by provisions of continuing and lifelong education programmes "to meet the growth needs for enhancement of production capability, for improvement of home and family life, for greater civic participation and ultimately for the overall development of the individual, the family, the community".

The term "adult education" would thus need to be given a wider semantic and consequently programmatic framework to include such efforts as training for improved farming, vocational training or retraining of unemployed and underemployed youth, skill and management training for factory workers and self-employed workers.

Secondly, the perspective on the huge size of India's population must change from one of liability to that of an asset capable of being utilized in the processes of national development. The Prime Minister initiated the right change in the thrust of work of education by calling it a Ministry of Human Resources Development; the change in nomenclature must be followed by a shift in our perception of our large population. A country of this size with varying levels of development in evidence in its different parts requires a national mass movement for upgradation of human resources. A large scale adoption

of labour intensive modes of production within the rural and tribal sectors would require availability of massive trained manpower to respond to local development challenges. An asset-oriented view of population would imply programmes to set up rural polytechnics on a massive scale with corresponding development inputs capable of absorbing the products of these polytechnics.

Thirdly, the present structural orientation of the institutions of formal education must undergo a change from being institutions terminating interaction at a given stage to their conversion into institutions for community education providing programmes of varying kinds for nearly 18 to 20 hours each day. The lifelong educational needs of the human resources must be mapped on the educational infrastructure as points of infrastructural utilization.

Fourthly, the concept of educational manpower must be seen in a broader framework so as to include functionaries in various production and management services as those capable of facilitating interaction in an educational setting.

Fifthly, education need no longer be seen as a welfare service, but an investment in human resources development, the allocation for which should come both from the development budget and the participants in the learning process subject to their capacity to pay for such an interaction.

Sixthly, the concept of educational curriculum needs to be operationalized in terms of knowledge plus functional requirements of individuals and groups in a given socio-economic context. The curriculum designed for a lifelong learning society would seek to mould know-

ledge to the local, regional, national and global requirements of a society.

We do not have such a lifelong learning society as yet; it is only natural that educational institutions created in the country do not serve such a purpose. The new educational policy perspective merely makes a passing reference to the term "lifelong education"; it does not even analyse the status of efforts in this direction in the country, what to talk of strategies to enhance these efforts. It takes no note of the U. G. C.'s programmes in this regard in the last 15 years under the larger umbrella of 'extension.' Similarly, it ignores the efforts being undertaken by various professional Councils/Associations/Boards in the area of updating knowledge, skills and attitudes. A review of these efforts would have provided a model to plan lifelong education programmes for vast segments of the Indian population. Similarly, the Krishi Vigyan Kendras (KVK's) and the cadres of extension workers have been doing good work in lifelong education; these do not find any reference in the policy perspective.

The view taken by the policy perspective of the mass media is again disappointing. Apart from commenting on the potential of the Indira Gandhi National Open University as an institutional structure for the use of communication technology, the policy perspective ignores the educational strength of the existing mass media structures in promoting lifelong education programmes. The policy perspective should have drawn the country's attention to conceptual confusion inherent in our view of mass media being a solely entertainment modality, or in being a purely in-

formation dissemination modality, not capable of generating systematic and sustained discussion of social, economic and political problems. The present structure of mass media can be gainfully utilized to support informal and non-formal channels of lifelong education. The concept of lifelong education must influence our policy and programmes of human resources development through an effective interaction among the education system, human resources, and the communication media.

Assuming that the country is politically committed to achieving universalization of first level education through greater efforts in the areas of both elementary education and eradication of illiteracy, the programme formulation and consequent resources allocation would determine the extent to which results can be achieved. In the area of eradication of illiteracy and its linkages with socio-economic development, a mass movement needs to be launched through massive mobilization of educated manpower. The U. G. C.-supported programme of Adult and Continuing Education would have to be supported in a much larger manner in case the programme requires involvement of all the 3.2 million students in universities and colleges. Similarly, legislation will have to be enacted to commit the employers towards obligatory eradication of illiteracy among their employees. Workers' education programmes would have to be expanded to develop outreach capacities in the remote areas so that grass-roots level voluntary organisations can take up this work. The University Grants Commission will have to undertake a larger role in integrating extension with curriculum and making students' participation in adult educa-

tion obligatory. District level Resources Units in Adult and Continuing Education will also be required to meet large-scale requirements in training, materials production and distribution, and monitoring and evaluation.

The country requires most sophisticated and highly trained manpower in all sectors of development; it also requires carpenters, smiths, masons, plumbers, electricians, surveyors, fitters, mechanics of various kinds, operators for machines and instruments, etc. The latter type of skilled manpower need should also be reflected in the policy perspective; the new era on whose threshold India appears to be cannot afford to leave them behind.

The tragic part of our resource allocation process lies in the dominant cries of each level of education bidding for a greater share of the cake without taking into account the reorientation of the levels to suit the total learning needs of the society. The policy perspective is disappointing insofar it seeks to strengthen the sectoral competition for resources. It appears as if the electronics revolution is once again going to leave the lifelong learner behind in its race for the super computer; the single domi-

nant obsession to have highly trained manpower does not even seek to institutionalize remedies to meet the threat of knowledge—and skills—obsolescence. It appears as if the policy perspective formulators have merely revelled in using the progressive idiom of the United Nations in the area of human resources development without showing any sensitivity to its analysis.

The focus on human resources development must bring us back to the twin questions of access to educational opportunities and the quality of such access-providing mechanisms. The exclusive recourse to informal education for the masses in country for facilitating their lifelong education must become the supplementing concern of the formal and non-formal channels in terms of institutional infrastructure, communication media and cadres of manpower. Both the problem of access to education and quality of education would then be in focus and subject of continuing concern. It is in such circumstances that a favourable climate for positive discrimination in favour of the disadvantaged and the disabled can be promoted.

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Life-long Education for All

S.C. Dutta

THE educational system in our country needs to be transformed to meet the needs and requirements of the learners. This change is necessary because we want the majority of our people to be brought within the learning system. This change has also become necessary because of the large scale scientific and technological developments which have taken place in the country. The new learning society which we wish to establish should have as its basic elements, inculcation of scientific attitude among the masses and of new moral and social values indicating a new behavioural pattern. Education will have to prepare the minds of men and women to absorb the new technology and to re-evaluate the existing human values in keeping with the technology.

"Education will have to prepare the minds of men and women to absorb the new technology and to re-evaluate the existing human values in keeping with the technology...Child education, adult education and continuing education must be seen as an integrated whole and must flow from one into the other. It is a continuum. The system must ensure lifelong education and be available to all. It cannot be limited in time or space."

The present educational system has ignored the reality of the situation in which the women live and work. Steps will have to be taken so that women are prepared educationally to exercise the various legal and constitutional provisions which provide them equality in work, decision-making and political life. Education will have to lay greater emphasis on bringing women to a point whereby they could be considered equal to men in all respects. Men also will have to be educated and trained to

share and shoulder the responsibility to look after the family in those aspects which so far were not considered within their area of work. Non-formal education on a vast scale will have to be organised for this purpose.

Education is required not merely for children, or for youth, or for those who want it, but for the whole man to meet his variegated educational needs in various stages of life. Therefore, we need an educational system which caters to the needs of child, youth, adolescent, mature men and women and the old. Child education, adult education and continuing education must be seen as an integrated whole and must flow from one into the other. It is a continuum. The system must ensure life-long education and be available to all. It cannot be limited in time or space.

Adult education is not a mere educational programme at this point of time. It is a development programme. Therefore, a suitable structure needs to be developed in order to implement this programme, especially at the grass-root level. In planning and implementing the programme, the beneficiaries should be associated and allowed to participate in deciding the priorities. This participation itself will be an effective adult education programme for it will train them to take decisions in all matters concerning them and their future.

The suggestions made earlier are not new but their importance has been highlighted by the fact that the Ministry of Education has brought out a document entitled 'Challenge of Education—a policy perspective' with a view to having a national debate on a new educational policy which the country needs.

Challenge of Education

The document is an objective analysis of the educational scenario in the country in 1985. It is a faithful and critical evaluation of the successes and failures of the educational system as it obtains in India today. It is critical of the many things being done by the educational administrators, planners and those engaged in teaching-learning process. It has very clearly stated that the failure of the educational system is largely due to failure in implementation of the policies and programmes enunciated by educators, planners and political leaders. While agreeing that implementation has been the most important factor in the failure of the system to respond to the needs and requirements of a developing society, the document has listed many constraints. The policy decision to broad-base education to reach the poor and dis-privileged was not followed in actual practice because of the inhibition of the bureaucracy and the social and cultural milieu in which the implementors were born and brought up. It clearly states "The most crucial of all constraints arises from the orientation of the total societal system of which education is no more than a sub-system, which is not only conditioned by the culture of the total environment...". The document further states "the intellectual sophistication nurtured through centuries of philosophical debate is widely mis-used by the bureaucracy and the intellectual establishment to frustrate change-oriented decision, without appearing to do so, by circumscribing new initiative with so many pre-conditions and qualifying clauses that the whole momentum of a new programme is lost in the hurdle-race of implementation."

The document also lists the significant achievements on the basis of which new education policy is being formulated, providing the policy a greater chance of success in implementation. The country has an extensive network of schools and educational institutions. "Approximately 95% of population is within one kilometre of a primary school and 80% within three kilometres of a middle school. It has a sizeable manpower with the education and intellectual sophistication, to support new initiatives. The educational system through the initiatives of the individuals and voluntary groups has generated many new ideas (India) has its own satellites in space. It has a large network of television and radio stations and atleast in relation to broad-casting, there is considerable manpower capable of developing educational programmes. This technology can, undoubtedly, revolutionise the teaching-learning system by enriching formal education and also by supporting non-formal education as well as the distance learning system." The establishment of a national open university named after Smt. Indira Gandhi will make a qualitative difference of the process of developing manpower and putting new educational packages to more effective use. It will be a boon for those who for economic and other reasons cannot have access to formal higher education. Another significant initiative relates to the computer literacy programme (CLASS). The enthusiasm generated by this will provide incentives for the expansion of the programme in the next few years.

The document also states the importance of "taking up programmes for population control on a massive scale through adult education as well as

school and college education so that small family norm becomes deeply embedded in the consciousness of the community. Otherwise, a situation might arise in which, due to sheer weight of numbers, the system might cross the bounds of financial feasibility at even the present levels of participation and attainment".

Plan of Action

The above detailed reference to the document has been made to draw certain conclusions for preparing a plan of action in so far as the promotion of adult education is concerned. The objective of adult education in 1985 is very clear. It is to establish a learning society and to eradicate illiteracy from amongst about nine crore of people in the age group 15-35 by the turn of this century.

Many development analysts have underlined that programmes for removal of poverty and increasing productivity require widespread acquisition of relevant information to create motivation, to bring about behavioural changes and to enable exercise of choice. For this there is obviously a need for adult education for the bulk of the population which has never been to school. They need to be educated about the programmes of family welfare, health and hygiene, immunisation and child care. The correlation between illiteracy and high infant mortality, high rate of growth of population, female infanticide and poverty has been established. Linking adult education with all developmental programmes undertaken in the country is essential from the point of view of participation and to enable the poor to secure the benefit meant for them. All developmental programmes

should have an element of adult education and therefore, appropriate funds should be allocated for the same. It might seem that the success of adult education has been little tardy but the reason for this is largely because adult education has not been seen by educational planners and the bureaucrats responsible for implementing developmental programmes, as a key factor to their own success. Once adult education is seen in proper perspective and necessary funds allocated for the purpose, within the ambit of various ministries and departments responsible for implementation of developmental programmes, adult education will achieve the necessary success.

Adult education should be seen as an instrument of social change and since it seeks to change the present social and economic pattern of our society and bring about changes in the administrative apparatus, it is likely to encounter some resistance. However, this programme can achieve the necessary success if it is allowed to be implemented as far as possible through voluntary organisations which are in a position to involve the masses. A mass movement will necessarily have to be initiated and run by the people themselves and not by an administrative machinery. The earlier we realise it the better it would be. Adult education for its success will have to involve grass-root organisations and communities for whose benefit the programmes are to be run. In order to mobilise and galvanise the inert and apathetic masses, it is necessary that voluntary organisations with proven leadership are made responsible for this task. The role of the Government in such cases, should be to provide finance, monitor

and evaluate the programmes. The Government while selecting voluntary organisations for giving grants-in-aid should exercise strict scrutiny about their ability to deliver the goods, but having once selected the voluntary organisations, freedom should be given to them over a period of time to implement the programmes. Of course, the voluntary organisations on their part should avoid becoming bureaucratic and should realise that they are receiving funds for which they should consider themselves accountable to the society and therefore to the Government.

The official document has brought out the importance of voluntary agencies in these words: "Our country's history is full of contribution made by voluntary agencies to the development of education. Great political and religious leaders have transformed their vision of the country's future by establishing educational institutions and by training young minds to shoulder responsibility of mass education, social reform and cultural advancement. A large number of men and women continue to work even today through voluntary agencies. There is an enormous need to increase their involvement. Wherever possible efforts should be made to entrust responsibility for formal or non-formal education of young people as well as of adults to suitable voluntary agencies."

The voluntary agencies have another additional advantage and that is they can organise innovative experimental programmes which if successful can be pace-setters and help in improving the quality of our commitment to adult education programmes.

The State has become the largest employing agency in industrial as well as non-industrial sectors. Public as well as private enterprises could take upon themselves the responsibility of making their employees literate so that their productivity increases and their commitment to the national goals of development with social justice is sharpened. If necessary, legislation should be enacted, to make the employers responsible for the education of their employees.

The schools should expand into effective school-cum-community centres for literacy and continuing education programme. Each school should be made responsible for eradicating illiteracy from the neighbourhood, within a radius of one to two kilometres. Teachers could be given facilities and provided with challenges to take on work concerning literacy and continuing education, incorporating imparting of information, awareness-building, etc. Agricultural and industrial schools, colleges and universities should provide technical skills and equipment needed for functional literacy programmes for farm workers and artisans. Universities have a positive role to play in adult and continuing education. A student literacy brigade should be formed like N.C.C. or alternately NSS should be converted into a literacy brigade with the objective of eradicating illiteracy within a radius of 15 km of each college and or university in the country. If need be, just as after the partition, students in Punjab and Delhi were awarded degrees on the basis of social service, we should award degrees to students devoting their time and energy to the eradication of illiteracy, for the period 1986-1990.

Special non-formal education pro-

jects for women should be developed for population education, welfare, home improvement, political literacy, legal literacy, income-generation, etc. A concerted attempt should be made to increase the female literacy so that the coverage is increased to at least 60% by 1990. All educated house-wives could be mobilised for achieving this target.

Distance education programme through mass media can be a potent strategy to impart education to illiterates and semiliterates and those living in remote hilly tracts and far-flung interior of tribal belts. Radio and T.V. network could be utilised for adult education. Soft-ware needs to be prepared through a cooperative effort of the media producers and adult educators. Open School and Open University need to be started in order to provide benefit of education to those who cannot take advantage of formal as well as non-formal educational institutions. A number of experiments, now being in operation, need to be stepped up in view of the large size of the country and the number of languages used by the learners, to bridge the world of work with the world of knowledge.

The need of the hour is coordinated and integrated approach to education, if human resource development is our objective. In case of adult education, non-formal education for children—boys and girls—should be integrated with the Adult Education Programme and the socio-economic projects of the Central Social Welfare Board. Community centres wherever possible should be set up. These centres should function from morning till night so that these could provide educational programmes for children, women and men according

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The Current Debate on Education Policy : Doubts and Questions

Tarlok Singh

"The essential problems concern implementation in the context of the given conditions of different states and regions and different socio-economic groups, the resources actually made available for education, the role of local institutions and local communities, the manner in which education is related to the economy and the environment, the social and economic roots of failures like wastage and stagnation, the slow pace at which agreed reforms like non-formal education, introduction of vocational streams, and other essential measures are being implemented, and the slow pace at which teaching methods, teaching curricula, and the status of the teacher are being modified. The real need at this time was not so much a debate on policy in the abstract for the country as a whole as serious probes into action, into implementation of agreed measures of educational change, into the resources mobilised from below and given from the above..."

THE current national debate on New Education Policy is bringing together large numbers of educationists at many centres throughout the country. One is tempted to ask whether the objectives to be gained through the exchange of educational experience on such a scale have been sufficiently clarified. Could the initial impulse that led to this nation-wide search for alternatives be traced to the major failures that have long marked our education ?

For instance, inability to attain universal elementary education and to fulfil the Directive of the Constitution which stipulated a period of 10 years against the 35 which have since elapsed ? Inability to make scarcely more than a third of our people literate and fear of mounting numbers of illiterates over the next decade ? The distressing state of women's illiteracy ? Lags in education among scheduled tribes, scheduled castes and other backward classes which will continue to hold them back for decades to come ? The state of primary education in tribal areas, hill areas, and other regions less favourably placed ? Fast growing gaps between the numbers turned out of schools and colleges and the ability of the economy to put them to productive and gainful work ? Excessive reliance

on book-learning and the slow progress of vocationalisation? The state of university education in some parts of the country, the breakdown of examination systems, and politicisation of aspects of university administration? One wonders if these were some of the major concerns that led to the beginning of the present debate. Or was it also some vague concern about introducing new technologies into the systems of teaching and instruction from the school upwards? The discussion paper 'Challenge of Education' has somehow failed to identify the issues to which the national debate should provide better answers than we now possess. Therefore, this is a task which those engaged in the discussion have largely to attempt for themselves. One already senses a danger that oceans of words may yet not lead to significant practical conclusions which will be seriously implemented.

Is the danger real? We should be aware of the possibility and also take a warning from the past. There are large issues of policy and approach in education, but these have been long considered and there is already a considerable national consensus on them. We can scan our vast national literature on education as well as the international literature and will find that much the same things are being said over and over again. The essential problems concern implementation in the context of the given conditions of different States and regions and different socio-economic groups, the resources actually made available for education, the role of local institutions and local communities, the manner in which education is related to the economy and the environment, the social and econo-

mic roots of failures like wastage and stagnation, the slow pace at which agreed reforms like non-formal education, introduction of vocational streams, and other essential measures are being implemented, and the slow pace at which teaching methods, teaching curricula, and the status of the teacher are being modified. The real need at this time was not so much a debate on policy in the abstract for the country as a whole as serious probes into action, into implementation of agreed measures of educational change, into the resources mobilised from below and given from above, in the setting of different parts of India and in relation to different sections of population. A meaningful review of the educational performance might have begun from below, not from above. It would have involved first and foremost those nearest to the regional and local scene, the States, the local bodies, all those engaged in education at the ground level, and political and social workers at the grass-roots.

There is the disturbing memory of the sequel to that outstanding piece of work, the Report of the Education Commission of 1966. Sixteen leading educationists of the time laboured intensely for two years, culled all they could from national and international experience, consulted with a score of persons of international repute, worked through 19 Task Forces and Working Groups and numerous sub-groups, and produced a document of singularly high quality and comprehension, the like of which no other country has at its disposal even today. The late J.P. Naik, who worked with unequalled dedication as the Member-Secretary of the Kothari Commission, has recalled in his book

Education Commission and After how, after receiving the Report, its larger concepts failed to receive serious consideration, much of the discussion was devoted to lesser objectives, and no hard decisions were taken. There was a serious failure then at the national level of policy, planning and politics. The National Policy on Education which emerged in 1968 had no content of great substance and was in no sense a call to big action for the future. It was little more than being a formal end to a process of governance that had gone on for four years. The Discussion Paper, which now takes its start from the Policy Resolution, should in fact have gone back to the Education Commission and raised the basic proposals which the Commission had made with care and in elaborate detail.

There is another disturbing thought which must be expressed. Is there a clear enough link between the current debate on education policy and the Seventh Plan? The Plan, as a document in print, is due to be considered within two weeks by the National Development Council? Does it provide for a free margin of resources and flexibility enough at the national and state level to take due account of proposals for strengthening, improving and reorganising the educational system that may

come from the current debate? Or, will decisions on resources and implementation and informed thinking on policy and programmes in education be two scarcely linked streams of activity, one related to the world of action, the other related to the world of thought?

Two conclusions are suggested by these reflections. First, responsibility for initiating a national debate on educational policy cannot be divorced from an equal responsibility and assurance that the results of the debate will be reflected in action, in a genuine effort to redesign educational and other priorities, to find answers to unsolved problems, to make up for the lost years, to provide resources for education on a scale appropriate to the national challenge. The second conclusion is that those participating in the discussion should take upon themselves to pinpoint the major issues on which the nation, including the Central and State Governments, political parties, and leadership at various levels, social organisations and social leaders and Municipal bodies, Panchayati Raj institutions and local communities must now focus attention. They should help sift the chaff from the grain and so present the few issues that really matter as to block the customary escape routes at the level of policy, planning and making of critical national and state decisions. ● ●

Universalisation of Education : Myth and Reality

H.R. Chaturvedi

THERE is no denial of the fact that India has made significant progress in the field of education since independence. This is evident from the fact that literacy rate has gone up from a bare 16.67 per cent in 1951 to 36.25 per cent in 1981. The total number of students increased from 2.8 crores in 1950-51 to 11.4 crores in 1982-83 yielding a growth rate of 4.5 per cent per annum. The total number of educational institutions increased from 13.4 thousand in 1950-51 to 123.3 thousand in 1982-83. The number of secondary/higher secondary schools rose from 7,300 in 1950-51 to 52,279 in 1982-83. Institutions of higher learning like colleges, universities including deemed universities increased from 498 colleges and 27 universities in 1950-51 to 5,246 colleges and 140 universities.

All these figures sound quite impressive in absolute terms, especially in the context of an abysmally low baseline of 1951 over which improvements are shown in the various Government reports and documents. But viewed in relative terms and in terms of the need of the population and the system as a whole the record of education in India is one of the poorest in the world. As against 3.7 per cent population growth, the growth rate of primary education

"With greater allocation for the secondary and higher education in subsequent decades, the education policy has contributed to the larger process of rich becoming richer and the poor becoming poorer. Instead of serving as a means of social mobility for the poor and deprived, it has reinforced a structural barrier between the privileged and disprivileged population...the policy document should be seen in this context of unequal structure of educational opportunities in which the chances of the poor and the deprived to enter the school system have greatly reduced. Even if they are able to enter the system the kind of educational environment they get is not conducive to continuation of their education."

for the last decade of the seventies has been a meagre 2.5 per cent. Surprisingly, the rate has sharply declined from 6.5 per cent in the fifties. If we remove the distortion in enrolment figures introduced by a vast numbers of over-age and under-age pupils shown on the rolls the figures dip much lower than the age-specific population growth rates over the census-decades. The simple fact is that a greater proportion of the students of school going age are deprived of primary education today than was the case in sixties and fifties. Also consider the fact that after four decades of Independence an overwhelming majority of Indians is illiterate. It is often forgotten that whatever model of development or of a political system a country adopts there is no escape from universalization of education. If entering the 21st century is not a vacuous slogan it is inconceivable that India will enter the 21st century with a majority of its population remaining illiterate. Countries much poorer than India spend larger part of their GNP on education than India has been doing and in the process, have registered higher rates of literacy than India. It is often forgotten that countries like Soviet Russia and Japan, with different economic and political models, took up the issue of literacy on a war footing and converted their majority-illiterate societies into almost universally literate societies in a matter of a decade.

This macro picture of stagnation and decline in the spread of literacy and elementary education if broken down in terms of who gets what, when and how brings us to the familiar terrain of the working of our elite-oriented development model of which the educational policy underlines the unfortunate rule,

rather than signalling a hopeful exception.

Like other benefits of development a large share of the benefits of educational development have been concentrated in a few sections of the society. The most familiar aspect of this process, as in the area of development, is the growth of regional imbalances. This is evident from the fact that the highest literacy rate of 70.4 per cent is recorded in the State of Kerala and lowest in Rajasthan, with only 24.38 per cent. In the same manner, the programme of vocational education, started in the year 1976-77, could catch on in a few States and Union Territories. Again, its spread has been uneven. For instance, of the 1,600 vocational institutions existing in the country in 1983-84, half of these were in Tamil Nadu and 250 in Maharashtra. Similarly, of the 200 engineering colleges in 1982-83 about one-fourth (48) of them were in Karnataka followed by 26 in Andhra Pradesh.

It is not difficult to imagine which sections of the population must have been deprived of educational opportunities with the decline of enrolment rates in the sixties and the seventies. After the first spurt of 6.5 per cent growth in primary education in the fifties—during which the primary education must have reached up to the section of lower *dwija* castes, the upwardly mobile middle castes and miniscule minority of the Harijans and tribals—the priorities seem to have shifted in the sixties and the seventies. Instead of maintaining the growth rate, let alone improving it, the gains were consolidated for the generation which received benefits of the spread of education in the fifties. With greater allocation for the secondary and higher

education in subsequent decades, the education policy has contributed to the larger process of rich becoming richer and the poor becoming poorer. Instead of serving as a means of social mobility for the poor and deprived, it has reinforced a structural barrier between the privileged and disprivileged populations. In concrete terms what seemed to have happened is that a large number of the deprived covered by the primary education in the fifties, had to drop out. Those farther on the periphery who were not covered have been left out in the cold. Whereas those who have entered the arena have secured for themselves ever escalating rates of educational (and hence occupational) achievements. It is interesting to note in this context that the enrolment rates are much lower and drop-out rates higher for certain sections: the rural areas, the tribals and the 'touchable' but extremely backward castes. It seems the Harijans have shown greater tenacity, compared to other 'backward' groups to clutch to the straw of literacy and higher education to improve their socio-economic conditions.

So far we have talked about development of education in quantitative terms only. The reality is more shocking if we look to the qualitative difference in the benefits that are accessible to different social strata of society. In the field of education this difference did exist in the pre-independent India. But what is amazing is that the disparities instead of narrowing down have widened further. The public school system, in the pre-independence days was qualitatively different from the so-called Municipal school system. But a large section of the children from middle class could not afford

to go to these public schools in those days and had to remain content with Municipal schools. Since a sizeable section of the society had a stake in Municipal schools in pre-independence days, they maintained a certain quality both in terms of educational standards and general discipline and facilities in these schools. But in post-independence period there has been a phenomenal growth of the so-called public school system and privatisation of education. This has certainly deprived the children of the poor of the somewhat better quality of education that was earlier available in the Municipal schools.

In independent India, with the pronounced goal of building an egalitarian social order based on the values of equality, freedom and justice, one would have expected the emergence of an educational system with ensured equal opportunities for children of all strata of the society. These educational opportunities in turn would have opened up possibilities for the children of the socially deprived and backward communities to go into new occupations and professions that had emerged in the wake of economic development in the country. This would have ushered in a new social order which would have shaken the foundation of the caste based hierarchical social structure, if not totally demolished it. But the policy of privatisation and public school system pursued by the Government thwarted this process. In fact the enlightened and vocal sections of the society became totally apathetic to the Municipal education system as their children generally did not go to these schools. Consequently what one finds is a situation of utter destruction of the Municipal education system which

really catered to the needs of the poor and the deprived. This has resulted in to a big institutional divide in the field of education. On the one hand, we have witnessed significant growth in the institutions of technical and higher learning which include a number of IITs, medical colleges, agricultural universities, management institutes and about 140 universities. On the other hand, we face a situation of near stagnation in the primary and secondary education : schools without buildings, equipments and playgrounds, and with extremely poor teacher-pupil ratios and high drop-out rates. If education is to serve, among other things, as a vehicle of social change, the question of what educational opportunities and facilities are available to different sections of the society becomes exceedingly important. In what follows we shall try to answer this question with the help of data collected from a field study in the Agra district of U.P.* The study focuses on differential access and opportunities available to the students of private and 'aided' schools which admit pupils from relatively well-to-do sections of the society, in comparison to the students of the Government 'basic' schools who, by and large, come from the poor and deprived sections of the society.

Observations of the Study

The study covered, in all, 111 basic schools in the urban and rural areas of the district. The study included, for purposes of comparison, the schools run by private management and those run by the Basic Siksha Parishad. Apart

* Note: This study was conducted under the auspices of Lokayan in the year 1980. It covered schools run by Basic Siksha Parishad and aided schools located both in rural and urban sectors.

from physical conditions obtaining in these schools, the survey also attempted a comparison of the teachers in the two sets of schools and for this a sample of 157 teachers from Parishad schools and 79 teachers from aided schools were interviewed.

First, let us look at the all-India picture of the primary schools, as revealed in the Education Survey of 1978. According to this survey 9 per cent primary schools were without a building. A large number of such schools were in Punjab (20.8), Bihar (18.5), Uttar Pradesh (16.5) and Orissa (12.6). Despite all the prosperity brought about by green-revolution in Punjab, if one fifth of the basic schools in the State cannot have a building, the prospects of raising resources for the backward States of Uttar Pradesh, Bihar and Orissa are surely bleak.

Apart from buildings, the primary schools were sadly lacking in infra-structural facilities. For instance, 41.5 per cent schools did not have a black-board, 72 per cent did not have library facilities of any kind, 53.4 per cent did not have play-grounds. A large percentage of the schools did not provide for even elementary facilities like drinking water, urinals and lavatories. Lack of these facilities not only deprive the children of basic amenities but have far reaching implications for their socialisation and personality development. The survey pointed out that these deficiencies are accentuated in the rural schools compared to urban schools. For example, 89 per cent of primary schools in the rural areas, 78 per cent middle, 27 per cent secondary and 10 per cent higher secondary schools did not have urinals and lavatories.

Again these figures uncover only a part of the reality and do not provide comparative data for private schools. Moreover, the data do not speak of the quality of the available facilities and how they are really used for the benefit of the children. It must be recognised that mere availability of facilities does not guarantee their proper and effective use for the benefit of the children. For instance, our study in Agra revealed that in case of basic schools the buildings were in such a state of dilapidation that they could not be used for holding classes, although, on official record these schools were said to have 'pucca structure'. Likewise, many of the schools which had play-grounds did not make use of it for the benefit of the children. Either these play-grounds were used as dumping grounds for garbage or grazing grounds for cattle or tonga stands and the like.

A more systematic look at our survey data in the Agra district reveals that about 96 per cent of the basic schools and 94 per cent aided schools had *pucca* buildings. But of the 96 per cent buildings of the basic schools only about 31 per cent were in a reasonable shape. The remaining 68 per cent were in different stages of dilapidation. Of these, at least 16 per cent were in most miserable condition endangering the lives of the teachers and pupils. It was found that in some of the rural schools, in the absence of a proper building, the classes were held under trees. We were told that classes were suspended in the odd and unfavourable weather conditions. Comparable figures for the aided and private schools indicate, that 35 per cent were located in partially damaged buildings and of these only 3 per cent could be described as dilapidated and

none in a bad shape. In terms of the physical space it was found over 40 per cent of the basic schools were housed in one or two rooms whereas there were only 13 per cent such aided schools. At least 3 per cent of the aided schools were housed in buildings having more than ten rooms but there was not a single basic school with such accommodation. For seating arrangement of the children it was found that 77 per cent of the basic schools used *tat patti* (jute mat) and made the children sit on the floor whereas about 60 per cent of the aided schools provided for wooden benches and desks for that purpose. Again, *tat patti* used in the basic schools was of poor quality and most of it was dirty and torn. The *tat patti* used in aided schools was of superior quality and clean.

Apart from school buildings and physical surroundings it is essential to provide for other facilities, aids and equipment for proper physical and mental growth of the children. The children must have properly equipped play-grounds for games and recreation and toilet facilities for acquiring right type of social habits. With regard to these amenities it was found that half of the basic schools did not have any teaching aids, not even a black-board. But this was not the case with the aided schools. Similarly, it was found that 31 per cent of the basic schools had a play-ground but only half of these were in use. It was also found that 59 per cent of the basic schools had provision for drinking water and only 20 per cent had toilets. The comparable figures for the aided schools were 90 per cent and 68 per cent respectively.

The quality of teachers, viewed in terms of their academic qualifications,

was also much poorer in the basic schools. For instance, matriculates and intermediates constituted 63 per cent of the teachers in basic schools, whereas about half of the teachers in aided schools were graduates and post-graduates. Likewise about 60 per cent of teachers in aided schools were first or second divisioners whereas half of them in the basic schools were third divisioners.

As regards the general upkeep and working conditions, the basic schools presented a very depressing picture. For instance, many of these schools were located in most unhygienic conditions. Stray dogs and cattle roamed about freely in the school compound which not only dirtied the place but became a health hazard for the children. It was evident that many of these school buildings had not been whitewashed and painted for years. The doors and window-panes were missing in many of the basic schools. These were also not regularly swept or cleaned. In this connection we were told that there was no regular provision for upkeep and cleanliness. Compared to this the aided schools presented a much better look. The buildings were well maintained and they were regularly cleaned and swept. The clean and hygienic school surroundings not only provide favourable conditions for physical health of the pupils but also a mode of socialization which helps in instilling in them values for public hygiene. Obviously, the students in the basic schools did not have any such exposure.

The data thus present a gloomy picture of the general conditions in the basic and primary schools in the country and it becomes gloomier when seen closely at the micro level of a district.

One thing is clear from the data that only those who can pay for their education through the aided or private school atleast receive a modicum of education. Whereas those poor and deprived who have no alternative but to send their children to the basic schools hardly receive any education. If they receive any education it is generally dysfunctional to their growth as adult citizens. No wonder that in the absence of elementary facilities in the schools 70 per cent of the children drop out at the first stage of their schooling. It is an established fact that an overwhelming majority of drop-outs come from the Government, Municipal and Panchayat schools. This means that the children of the poor and the deprived do not even get across the first stage of their education. What then is the use of reservations for them at higher stages of learning? These opportunities are capitalised by relatively well-to-do even among the scheduled castes, tribes and other backward communities who can afford to send their children to 'right kind' of schools at the primary level.

Thus, it is evident that educational expansion that has recently taken place at higher levels has only benefited the second or third generation of the literates coming largely from the upper caste and an upwardly mobile middle-castes and only rarely from the extremely backward and tribal sections of the society. Thanks to the stagnation at the primary and secondary level, only those among the latter who can afford to send their children to the 'aided' and private schools can hope to cross the barriers to their social and occupational mobility.

The Policy Document

The policy document put out by the

Ministry of Education (1985) should be seen in this context of unequal structure of educational opportunities in which the chances of the poor and the deprived to enter the school system have greatly reduced. Even if they are able to enter the system the kind of educational environment they get is not conducive to continuation of their education.

With all its verbal emphasis on improvement in rural education, universalisation of education and adult education the authors of the document do not say how this is to be accomplished. It should be recalled in this connection that despite commitment made in the Constitution, the goal of 100 per cent literacy remains elusive even after nearly four decades of independence. If any thing, the situation has become far more alarming over the years and unless definite correctives are applied the regression cannot be arrested.

If one were to infer the direction in which education will move, the document suggests increased vocationalisation, setting up an open university and pace-setting model school in every district. All this is supposedly meant to make educational opportunities available to those who are deprived of these due to various economic and social handicaps in the general run of life. This surely is not true. All these so-

called institutional innovations will only cater to a small section of the rural rich. For all that we know, 70 per cent of the children drop out of the pale of education at the elementary stage itself. Again, of the remaining 30 per cent who and how many will survive to benefit from model schools, vocational schools and open university is a guess not difficult to make. The fact of the matter is that the policy document mentions every good thing that needs to be done in the field of education, but fails to face the question of priority squarely. How can any edifice of an educational policy stand on such a narrow base of 37 per cent literacy and sharply declining rates of elementary and primary education?

The document is, in brief, a catch-all statement representing an eclectic approach to a policy without regard for concrete prioritization of available choices. If we are serious about opening up the opportunity structure in the society, for the poor and deprived, certain hard-choices will have to be made, both with respect to ordering of priorities and their programmatic implementation. In the absence of these, the document remains an expression of pious hopes and empty promises. How can a policy document be taken seriously if it does not lay out priorities, spell out resource potentials and modalities for implementation? ●●●

National Education Policy and Adult Education

Meher C. Nanavatty

ADULT Education is an integral part of the national system of education. It can enable the school education programme to become more effective by the education of parents and the members of the society. It can help in creating national ethos in favour of the fulfilment of Constitutional objectives of freedom, democracy, secularism and egalitarian social and economic system. It could strengthen national integration and overcome prejudices resulting out of narrow caste and religious affiliations. Efforts are made in this article to examine the requirements of adult education from two angles, viz : (a) omission in furthering value-orientation of citizens in fulfilling objectives of national development and (b) preparation it requires to enable the nation to enter the 21st Century.

Limitations of the Existing Programme of Adult Education

The prevailing education system did not adopt the programme of adult education as a thrust for national development. Even for universal elementary education, the programme of adult education was not utilised as a preparation and a drive. Adult education has always been in appendage of the education programme. Evidence of half-hearted support is visible in the financial provi-

"The Government's attitude towards voluntary organisations is basically that of charity—of obliging them by giving grant...There is hardly any provision for helping the organisation to grow. Joint planning and joint execution of programmes are not encouraged.

"...the very nature of adult education activities requires flexibility, people's involvement and effective human relationship which voluntary organisations are well equipped to meet.

"...the Government has to develop conviction for the need and role of the voluntary sector...Unless the Government is committed to the involvement of voluntary organisations in development, the relation between the two is likely to remain superficial and self seeking, resulting in patronisation on the one hand and dependency on the other."

sions made in six Development Plans and the structure of organisations established to promote adult education in the country. Although various nomenclatures were attached to adult education, such as, functional literacy, fundamental education and even social education, the programme of adult education never was adequately related to value change among people to develop the required social milieu. The political will was lacking although verbal support came from many political parties. It was not realised that for promoting social change and development it is necessary to create the required ethos through education of the people.

The valuable document on 'Challenge of Education—a policy perspective', acknowledges that "one direct result of the failure on front of Universalisation of Elementary Education has been the large number of illiterate adults". The document further observes:

"There is no support to the programme from developmental agencies and the involvement of grass-root voluntary agencies and educational institutions has remained marginal. Literacy has not been used and propagated as an instrument of development because the positive nexus between poverty and illiteracy has not been recognized....

"There is no evidence that the decision makers recognize that appropriately fashioned Adult Education Programmes could serve as effective instruments for converting the country's population from a drag on development into an engine of development, or that adult education programmes could contribute specifically and significantly to increase

productivity....No wonder then that 60 per cent of the total work force of 244 million is illiterate."

The programme of adult education in the country primarily confines to adult literacy classes although earlier experiences of Jamia Millia Islamia and subsequently of the Social Education Department of the Delhi Municipal Corporation and now of the Bombay Citizen's Committee on Social Education, have demonstratively proved that the effective value orientation and knowledge base could only be ensured through community-based adult-education activities. Recently, however, emphasis is being given to non-formal education activities.

Even quantity of the programme remains limited. During the Sixth Plan two lakh centres have been opened all over the country with a coverage of fifty eight lakh population upto March, 1985. Along with other programmes promoted by State Governments and voluntary organisations, "the total enrolment under adult education programmes at the end of Sixth Plan is approximately 2.3 crores". This is nearly one fourth of the total of 8.7 crore illiterates required to be covered in the age group 15-35 by functional literacy by 1990.

The total coverage of illiterate population by the adult education programme remains appalling. The progress is too slow. "The literacy rate during the post Independence era increased from 16.67 in 1951 to 36.23 in 1981. The number of illiterates has increased four-fold from 6 crores in 1951 to 24.8 crores in 1981. [In addition] There is a glaring disparity between male and female literacy, the forme

being 46.9 per cent and the latter 24.8 per cent. This is more accentuated in rural areas (40.8 and 18 respectively) than in urban areas (65.8 and 47.8 respectively). [The regional disparity is equally glaring]. Kerala had the best literacy percentage (70.4), while the lowest percentage was in Rajasthan (24.38). Only 5.46 per cent of the female in Rajasthan were literate".

It is a tragedy that India will become the first country with the largest concentration of illiterate population in the world by the year 2000 A. D. According to World Bank estimate, it will have 54.8 per cent of the world's illiterate population in the age group 15-19.

In the realm of value change and healthy human relations the programme of adult education has hardly much to claim. It is true that no specific study has been made to correlate adult education with literacy as its focus leaves much to be desired. The country is passing through a critical time. The forces of disintegration are rampant. The caste and religious bigotry continues to prevail with added force. The feudal forces still continue to influence the lives of the people in the countryside as evident from the prevalence of bonded labour, child labour, indebtedness among villagers and slum dwellers and increasing polarisation of income, between the small advantaged population and the large disadvantaged sections.

The relation between adult education and development has not been realised adequately. Illiteracy is closely associated with malnutrition, poor habitat including lack of sanitation, and potable water, poor housing, absence of communication, high rate of population growth, low productivity, unemployment, under-

employment, and tolerance to economic and social inequality and the exploitation of the vulnerable sections of society. Adult education has not laid emphasis on awakening and conscientisation. It has failed to awaken the "rebel" in the man to oppose all forms of exploitation. It has not actively associated itself with the movements of social change which are at the root of social development. To talk of readiness to enter the 21st Century without adult education is, to say the least, unrealistic. It is impossible to build a dynamic, vibrant and cohesive nation capable of providing its people with the wherewithal for creating better, fuller and more purposeful life without adequate provision for adult education.

Role of Government and Voluntary Organisations

The centralised emphasis on the development plans by the Government, although necessary in any developing country like India, is creating a feeling of dependency among people. They have begun to expect everything from the Government. Self-involvement in development is over-looked or neglected. Unless planning is decentralised, involving people, with adequate provision for adult education at every step of the process of planning, the dependency of people on the Government cannot be lessened or resolved.

Active association of voluntary people's organisations is one effective correction. The Government has "talked" of the involvement of voluntary organisations in various areas of development of services, but has not given adequate evidence of their conviction and commitment to association of the voluntary sector in development.

The field of adult education is one example. Although a number of voluntary adult education organisations are involved in the Adult Education Programme (AEP), the role of voluntary sector has always been that of one at the receiving end. The Government's attitude towards voluntary organisations is basically that of charity—of obliging them by giving grant. Joint planning and joint execution of programmes are not encouraged. Again, the quantum of grants is so limited that the programme barely gets promoted. There is hardly any provision for helping the organisations to grow. Besides, delay in release, and at times sudden discontinuation, of grants create frustration among voluntary organisations. Voluntary sector deserves a better treatment and a more effective role.

To recognise the effective role of voluntary organisations in development, including adult education, is not to overlook some of its glaring limitations. In a poor country like India, the support from the public in terms of funds is understandably limited. By the very nature of the situation, the voluntary organisations have to depend mainly, if not exclusively, on Government grants and often voluntary organisations with more vocal and influential leaders corner these grants. Besides, during and after the last Emergency the public morale deteriorated considerably. With the change in the milieu, the standards of voluntary agencies have also suffered. They have, especially at the national level, become "private preserve" of individuals. More in-group feeling and inhibition is generated. With the result that the response of the public, especially the younger generation, is waning. The earlier en-

thusiasm of the public for the support to voluntary organisations has suffered considerably. This in turn has created greater dependency among voluntary organisations on the Government. A vicious circle of dependency and patronisation has been created. This requires to be changed. Both voluntary and Government leaders, including planners and administrators, need to be educated to make the movement of adult education alive and active.

Preparation for 21st Century

What is meant by getting ready for 21st Century?

Many meanings could be ascribed. But perhaps the most commonly implied meaning is that of getting ready for technological change and Industrialisation. Humourously, but meaningfully, it is said to be getting ready for "computer age". With 244 million illiterate workforce, how could "scientific temper" be developed among our people? Perhaps only through involvement of the people in technological development.

The present effort at technological development is confined to the educated population, say at the most 20 to 25 per cent of the total population. Besides, the education system is elitist. It encourages the educated to be away from the masses, and thereby getting further away from the Constitutional objective of creating an egalitarian society. All technological changes further this separation.

In addition, social aspects of technological change affecting habits, attitudes and values are over-looked. Unless sociological implications of technological change are studied and the findings incorporated in the very process of adult education, the masses

are not likely to be related to the process of change and development. People are to be made ready for technological change through involvement and education. Mere propaganda on T.V. or Radio cannot be of much help.

More effective and meaningful adult education programme is one answer. Along with it industries should be entrusted with the responsibility of the development, including spread of adult education among people, of their surrounding areas. Like the present practice of entrusting a district for agricultural development, including introduction of new seeds, fertilizers, insecticides, tools and equipment and use of water-resources, to every agricultural university under land-grants programme, each industry and technological institute, existing as well as new, should be required to spread adult education, and develop scientific temper among people living in their respective surroundings.

Besides, the technological development is yet not related to the removal of poverty. In fact it creates greater distance among the technologists and the poor people, economically as well as attitudinally. It is necessary to relate every measure of technological development to the removal or lessening of poverty as a bias. Unless this objective is adopted by the Government as a policy, in spite of the danger of slowing down the technological progress, there is the danger of a greater proportion of our population falling below the level of poverty. This requires to be examined in all its implications.

Education Policy and the Programme of Adult Education

In the background of the discussion in the earlier pages, it is clear that adult

education has not been given its required place in the education system of the country. This requires to be corrected. The following suggestions are offered to make the education policy more effective for national development.

Education Policy and Administration

— Adult education should be given a position equal to that of the school education in the education policy.

— Every school should become a centre for adult education. In fact every school should become a community school attending to the educational needs of the whole community.

— Every school teacher should be involved in promoting education of the adult citizens in the local community surrounding his/her school. It should be considered as an integral part of his/her work/job and one and a half hours from his/her eight hours of daily responsibilities should be reserved for conducting adult education activities. Confidential Report (C.R.) of the teachers should include their performance in adult education as an important requirement. The early controversy of school teacher with his/her pedagogic conditioning is unsuited for non-formal education required for the education of adults and should now be eschewed in view of two considerations. First, the experience of the past shows that specially trained adult education workers have not made much impact in removing illiteracy among adults. The learners covered by them are not even 10 per cent of the illiterate adult population. Secondly, non-formal education has now become a part of the school education and

open schools and open universities are becoming a reality;

— Library programme should be related to adult education activities and more mobile lending libraries should be provided in rural and slum areas of the country;

— The school supervisor/inspector should be entrusted with the responsibility of promoting education of adults through the activities of the school. A target should be fixed to educate adults in his/her area of inspection.

— The Department of Education in every Municipality, Zilla Parishad and the Directorate of Education in each State should have two Deputy Directors with equal status and equal responsibilities; one for primary education and the other for adult education.

— Suitable allotment of funds should be made for both the programmes. Although in view of the extensive nature of school education more funds are needed for it, the programme of adult education should not be starved of funds. One third of the provision should be allotted for the education of adults and two third for the education of children and youth.

— More active participation of the local community in promoting educational activities should be encouraged by providing a number of incentives in the form of school-building, children's parks and play-ground, more teachers, etc.

— Every school should have a community committee to manage the school and to secure co-operation of the community in terms of universal attendance of school-age children, especially girls, school equipment, furniture, running of the adult education classes, etc. Parents of children should be offered education

in citizenship, including their responsibility of sending their children regularly to school and offering support by helping them with their school work at home.

— The teaching contents, method and skill for adult education should be incorporated in the training curriculum of teachers at all levels. The present practice of reserving one paper or a part of it for adult education should be replaced by introducing a substantive content of training teachers in adult education, including literacy. Adult education should be incorporated in the philosophy of education system.

— State Resource Centres (SRCs) should be responsible not only for preparing literature for adult learners and instructors, but also for monitoring and evaluation of adult education programmes in addition to offering consultation to adult education workers in the State. To meet these requirements the S.R.Cs. should be adequately equipped with suitably trained technical staff. At present both the pace and growth of adult education activities are slow and need to be accelerated manifold.

— Similarly, Adult and Continuing Education and Extension Departments/Centres in universities should have two-fold responsibility, viz.

—providing measures of continuing education to college and university students to enrich their learning and acquisition of additional knowledge; and

—promoting adult education activities among citizens with the help of college students especially as part of N.S.S.

Adult Education Departments in universities, wherever existing, should orient educationists, including directors

deputy directors of education and supervisors in basic requirements of adult education and the necessity of strengthening administrative machinery for adult education. They should also promote research and studies in adult education.

Programme of Adult Education

The adult education programme should not confine to adult literacy, although literacy is its important constituent. The programme should be comprehensive to meet the requirements of adult citizens as well as those of national development. To begin with, emphasis be laid on citizenship education and literacy. To this be added population and family life education. Gradually, vocational training in various trades be provided. The emphasis should be on increase of productivity and maximum use of human resources. Total work-force of 244 million should be the target of coverage.

As the programme gathers momentum, the emphasis be laid on value-change. The national objectives of cultural integration, freedom of individuals, recognising status of women, removal of superstitions, caste and religious prejudices including in-group feeling and loyalties, secularism and egalitarian objective should be emphasised systematically in adult education programme. Democratic ideals and procedures should be inculcated through adult education programmes.

The programme of adult education should also be related to alleviating poverty, and raising the standard of living. For this, active co-operation and collaboration with other Departments of development and services, such as Agriculture, Animal Husbandry, Indus-

tries, and Health and Nutrition will have to be established and ensured.

It is true that the coverage of all these activities would become a heavy burden for an average citizen to shoulder. It is for S.R.C.s and University based Departments of Adult Education and Continuing Education, to work out an integrated programme of adult education in manageable packages. Different modules of learning will have to be worked out and provided in small doses for adult learners according to their receptivity and capacity.

Approach to Adult Education

As already mentioned, adult education becomes most effective when it is related to the requirements of the local community and when community leaders and members are involved in planning and promoting various activities. Community approach to adult education is most productive. Various cultural media, including folk lores and folk ways have proved effective in promoting receptivity of adults.

The approach to adult education should include promotion of awakening and conscientisation among adults. It is truth at such an approach may disturb the prevailing peace in the community, but that is inevitable. What is the purpose of education if it is not creating discontent against the prevailing system of in-action and exploitation of people and against the growing distance between a small group of rich and a large population of the poor? To consider poverty as god-given and thereby inevitable is to negate education and development. Discontent is the source of incentive for change. In the final analysis adult education cannot avoid giving reasons of poverty

and exploitation to the people under poverty and suggest measures to overcome it. Conflict confrontation is the price of awakening through education.

Planning for Adult Education

The planning of adult education programme has to be related to other areas of development, including agriculture, industry, unemployment, under employment and improving quality of life through measures of health, nutrition, housing, environment and culture. The Planning Commission has to conceive adult education in the all comprehensive aspects of development and not rest content with adult literacy.

All development Ministries/Departments have their own constituent of adult education. This should be ensured through proper co-operation and coordination. Joint planning of the programmes of development and service could only ensure integrated national development.

As adult education requires community approach to its development and effectiveness at the field level, the programme has to be de-centralised to involve community based participation. An effective blending of centralised national planning of policy for adult education with de-centralised formation of programme activities at the State and District level, and their implementation by the Municipalities, Zilla Parishads, Block Panchayats and village communities at the field level can alone make the programme meaningful.

Contribution of Voluntary Organisations

As emphasised earlier, the very nature of adult education activities requires flexibility, people's involvement

and effective human relationship which voluntary organisations are well equipped to meet. It is true, at the same time that the over-all requirements of adult education coverage is so vast that only Government organisations can cover it extensively. Voluntary organisations will have to play a pioneering role, with experimentation, assessment and evaluation of the progress etc., as their important functions, and will have to act as "watch-dog" of human rights and requirements.

If they attend to this role, they can help in enriching the contents of adult education. But to realise this role, the voluntary organisations will have to re-organise themselves, acquiring higher values of public obligation. Unless they do this, they are likely to remain dependent on Government help through grants. Self improvement and self realisation of the quality of organisation alone can help in enriching their performance.

On the other hand, the Government has to develop conviction for the need and role of the voluntary sector, especially in service and development programmes such as adult education.

Unless the Government is committed to the involvement of voluntary organisations in development, the relation between the two is likely to remain superficial and self seeking, resulting in patronisation on the one hand and dependency on the other.

Preparation for Technological Age

Preparation for the 21st century requires universalisation of adult education programme. The basic knowledge of citizenship including literacy is necessary as a back-drop for receiving technological knowledge and for acquiring

scientific temper. But before that the social aspects of technological change in terms of habits, attitudes and values will have to be tackled. Involvement in the process of technology can help in developing such a change. The present chasm between the technologists and the people requires to be bridged. Education for technological development has to be made less elitist and the masses need to be involved directly in transforming various levels of "Civilisation" into an age of scientific development. The Indian population lives today in a spectrum of different stages of growth—from tribal commune to well entrenched private as well as state capitalism. How these different levels

of life and living can be harmonised to prepare the country for entering the 21st century is a dilemma and a challenge. Are we prepared and equipped to face this challenge?

In conclusion it could be said that the challenge to revise the education policy is indeed staggering. The programme of education is one of the important ingredients of the policy. Will it be given an honoured place or will it be neglected as before? The educational development for preparing the country to enter the 21st century can ill-afford to neglect adult education. Without it the preparation will remain incomplete. ●●●

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to their needs and requirements and at times suited to them.

Finally, as stated in the document, "National goals dependent on the value, attitude and the participation of the people cannot be achieved in an atmosphere of ignorance and apathy, either to value of education or to the requirements of population control, health and hygiene, ecology and environment, peace and order and other imperatives of national integrity and survival". Therefore a massive programme of adult education supported by the media and all the educated citizens becomes a crucial pre-requisite. The Indian Adult Education Association

(IAEA), should take initiative to set up a National Volunteer Corps and launch upon a nation-wide short-term literacy campaign to eradicate illiteracy and to create an atmosphere in favour of establishing a learning society. The National Volunteer Corps should consist of educated youth, housewives and ex-servicemen who should farm out to every nook and corner of the country. The IAEA should get the support of all the national associations of women, youth and workers, and should be provided with necessary finances by the Government to achieve the task which is necessary if India is to enter the 21st century with our head high. ●●●

New Education Policy : Some Observations

S. N. Mehrotra

KEEPING in view the experience of the Education Policy of 1968, it needs to be emphasised at the outset that since education is only a sub-system of the society it can bring about changes in society only to the extent that the society is committed to change and the cadre is committed to implement the change. The political will and adequate resources are the *sine qua non* for effective implementation of the New Education Policy.

National System

A national system of education is a must for national integration and unity of the country. For this it is essential that the 10+2+3 pattern of education is uniformly implemented throughout the country with utmost expedition.

Elementary Education

Highest priority must be accorded to universal elementary education upto the age of 14 with special emphasis on the weaker sections of the society, supplemented by non-formal part-time education for working children. Elementary schools need radical improvement to make them attractive for children.

Higher Secondary Education

Vocationalisation at the Higher Secondary and +2 stage should be a major plank of the education policy.

"The challenge of education has got to be accepted. We must strive hard to catch up and enter the 21st century as a literate nation and a learning society. The call of science and technology cannot be denied. It must be tempered with morality and spiritualism."

Vocationalisation should not be linked only with employment and industry. It should be aligned with agriculture, service sector and various programmes of rural development as well. It should also prepare young people for self-employment.

Vocational and Technical Education

A carefully planned programme of vocational and technical education should be systematically launched to meet the requirement of technically trained manpower. The desirability of involving the industry in procuring equipment and apparatus and helping the development of a relevant structure and curriculum for technical and vocational education cannot be over-emphasised.

To avoid dead ends in the educational system, proper bridges must be built between general and vocational education and also between different streams of each type of education.

Higher Education

Access to higher education and professional institutions must be selective and admissions be made on the basis of scholastic aptitude tests.

The open university system with provision for correspondence courses, distance education and contact programmes is most welcome. It would provide quality higher education for those who were and are unable to join a regular college or university and would be complimentary to the existing programme of higher education.

Non-viable colleges should switch over to vocational courses.

Adequate facilities must be provided to universities for pure and applied research with close interaction with

national laboratories, other research organisations and industries.

The suggestion to delink degrees and jobs needs to be tried out and its results carefully assessed.

Adult and Continuing Education

A strong and vigorous programme of adult education for the age group 15-35 with components of literacy, functional education and social awareness must be an integral part of the national system of education. This calls for a much greater degree of inter-departmental co-operation. Adequate arrangements for post-literacy and continuing education as well as library service cannot be over-emphasised. The service of voluntary agencies must be harnessed for this purpose.

Curriculum

A common core curriculum be adopted within an overall framework characterised by a great deal of flexibility in respect of content and innovative correlation with the environment in relation to teaching and learning process. The curriculum at all stages must provide people with a perspective in national history, inculcating positive values, building up their character and developing proper attitudes in secularism, democracy, social justice, family planning and quest for excellence.

The Three Language Formula should be faithfully implemented.

National social service for one year be made obligatory before the award of a degree.

Examinations

The traditional external annual examination system should give place to modern internal assessment and semester system with adequate safeguards.

The National Testing Service should be established and scientifically developed.

Teachers

The teacher holds the key position in any system of education. Therefore, adequate care must be exercised to ensure proper recruitment of teachers of requisite calibre, their training and re-training, their status and emoluments their service conditions and security.

Education should be depoliticised and teachers should be totally weaned from active politics.

Management of Education

For effective implementation of the new education policy within the time-bound framework, it is absolutely essential that education must be placed on the concurrent list. The Centre must be prepared to play its coordinating, unifying and integrating role in the larger interest of the nation.

The management of elementary education should be the responsibility of Zilla Parishads. The service conditions of secondary and college teachers should be nationalised while retaining the private sector initiative and control of management functions. Technical education should be the responsibility of the State Government. Voluntary agencies can play a leading role in the sphere of adult and continuing education. The universities and institutions of higher learning should be truly autonomous.

The University Grants Commission should be re-vamped. It should be re-named as the Universities Commission and charged with the responsibility of development and administration of all universities in the country. In each

State there should be a statutory State Universities Coordination Committee charged with the responsibility of development and coordination of all universities in the State. More than 50% per cent members of the Universities Commission and the State Universities Coordination Committees should consist of academicians. The Universities Commission should directly deal with the State Universities Coordination Committees without the intervention of the State Government. While enjoying due measure of autonomy, the universities must be made accountable to the State Universities Coordination Committee and the Universities Commission.

The setting up of selected special institutions for the gifted ones purely on merit is a step in the right direction. The cultivation of excellence is in conformity with the principle of equality of educational opportunities which demands that each one must get what he deserves.

The management of a huge cadre of about one million educational functionaries touching the life of the entire nation of more than 750 million people is a gigantic task. It calls for adequate and effective decentralisation and delegation of powers at all stages and at all levels. Education must make the best use of modern management techniques.

Resource Mobilisation

To repair the damage already done and restore confidence in any demonstrable breakthrough in education, the nation must be prepared to spend about 10 per cent of its GNP on education. For this it may be necessary to levy educational cess. The community resources must also be harnessed to the maximum

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ADULT EDUCATION NEWS

Nehru Literacy Award for 1984 Presented

The Nehru Literacy Award instituted by the Indian Adult Education Association was presented in New Delhi on August 30, 1985 by Barrister M. G. Mane, President, Indian Adult Education Association to Shri Mushtaq Ahmad, Director, State Resource Centre for Adult Education, Jamia Millia Islamia, New Delhi for outstanding and pioneering work in the field of Adult Education in India.

Shri S. B. Chavan, Union Minister for Home Affairs, whose speech was read in absentia, stressed the need to launch a mass movement of Adult Education to make 87 million people in the age-group of 15-35 literate during the Seventh Five Year Plan. He called upon the youth, students, teachers and workers to engage themselves in the eradication of illiteracy in general and women's education in particular.

He called on the adult educators to create grass-root infrastructure in the form of District, Block and Village level committees to meticulously plan for literacy campaigns.

The citation said that Shri Ahmad's great contribution to Adult Education was organisation of experimental adult night schools in various parts of the country for imparting education upto the primary standard.

He has written literacy primers in Hindi and Urdu and produced a dozen of books for neo-literates, the citation said.

Earlier, Shri J. C. Saxena, Hony. General Secretary, IAEA welcomed the

chief guest and the special invitees.

Accepting the Award, Shri Ahmad said that Adult Education would not make much headway if its implementation remains in the hands of Government functionaries. The approvals, sanctions, permissions, delays and rigid controls are the death-blow to this programme, he feared. He suggested the formation of independent literacy Commission or Commissions.

Shri J. L. Sachdeva, Acting Director, IAEA, proposed a vote of thanks.

The Award is in the shape of a plaque with a gold medallion of Nehru held by floral intaglio in silver.

National Seminar to Review Draft Report on the Study of Relationship between the Period of Learning and Level of Literacy and Reading Interest of Neo-literates.

The Indian Adult Education Association organised a two-day seminar to review the draft report of its two-year project taken up in collaboration with SRC, Jamia Millia Islamia to study the relationship between the period of learning and level of literacy and reading interests of neo-literates in New Delhi on July 16-17, 1985. It was attended by 23 delegates representing Universities, SRCs, Governmental and non-governmental organisations including the agencies involved in field work of the project.

Welcoming the participants Mr. J. C. Saxena, Hony. General Secretary said that the report had tremendous policy implications. He said that IAEA was grateful to Shri Mushtaq Ahmad and his Research Associate Dr. (Miss) S.

Wadhwa, for the efforts put in by them.

Shri Mushtaq Ahmad presenting the report said that the study explored three major areas :

(a) Relationship between the period of study and level of literacy ;

(b) Reading interests of neo-Literates.

(c) Distribution of reading material to neo-literates.

The study, Shri Ahmad said, was based on four States, Rajasthan, Madhya Pradesh, Bihar and Uttar Pradesh. One district in each state was selected for the study. Rajasthan Vidyapeeth (for Rajasthan and Madhya Pradesh), Literacy House, Lucknow (for U. P.) and the Xavier Institute of Social Service, Ranchi (for Bihar) helped in the conduct of survey for the Study.

The sample consisted of 500 neo-literates from each district but actual number of neo-literates who responded was only 1,774. He said that special care was taken to include scheduled caste and scheduled tribes learners in the sample. The task of finding neo-literates was a difficult one and the reasons for non-availability of neo-literates varied from region to region.

For interests of neo-literates Shri Ahmad said that 100 learners from each district were aimed to be studied but only 352 could be covered in the study.

Shri Ahmad presenting the findings said that major desirable literacy levels could be attained by a great majority of learners in a period of seven months.

Regarding the reading interests Shri Mushtaq Ahmad said that highest interest was in story books, followed by religious books, civics, development

subjects like agriculture, health, cottage industries, etc.

Recommendations

The Seminar made the following recommendations :

1. This meeting of Research Workers, Field Workers and Administrators in Adult Education and Literacy is of the opinion that, as the study on 'Relationship between the period of Learning and Level of Literacy and Reading Interests of Neo-Literates' confirms, it is necessary to re-examine the present scheme of Adult Education Programme (AEP), specially from the point of view of :

(i) **The period of imparting basic literacy to adult learners** : It was found that the major desirable literacy levels could be attained by a great majority of learners in a period of seven months. The additional months did not seem to add very much to the levels;

(ii) **Adoption of suitable parameters** : The level of literacy for the 7 month period should be fixed according to the parameters developed by the study ;

(iii) **More books in addition to the primer required**—While the learners are in the Centre, in addition to the primer at least three more books should be made available to them so that they have more reading experience, develop a taste for reading and thus are in a position to make use of the printed word as a source of pleasure and profits ;

(iv) **A system of village library necessary**—Since the follow-up distribution system seems to be rather difficult to work out in practice a system of village libraries (may be with the

panchayats) should be developed. The SRCs and other agencies should bring out interesting magazines and deliver them to the home of the learners on experimental basis for atleast one year. This may prove to be the cheapest and most effective follow-up programme.

(v) **SRC to examine suitability of reading books**—Since many of the learners are not aware that books specially written for them are available, the SRCs and other agencies should examine the suitability of such books, even those brought out by private publishers. If found suitable they should be brought to the notice of the learners while they are still in the Centre. The list of such books should be annotated.

The meeting further reiterated the following :

(i) Integrating developmental activities and services with the programme of Adult Literacy ;

(ii) Adopting new parameters of measuring effectiveness of adult learning, keeping in view seven areas of impact of literacy prescribed by UNESCO ;

(iii) Adopting a suitable method of building confidence and personality development in the adult learners through awakening and conscientisation ;

(iv) Emphasising the need of creating a proper climate in the community for the promotion of Adult Education among villagers, tribals/scheduled castes etc., before starting adult education classes ; and

(v) Making more effective use of the funds provided in terms of the input as well as output in form of Adult Education by proper selection of the

“effective period of learning by adults”.

2. This meeting also desires to emphasise the importance of proper selection and training of instructors of Adult Education to make their influence on adult learners more effective, sufficient and fruitful.

3. This meeting recommends that similar studies on “Relationships between the Period of Learning and Level of Literacy and Reading Interests of Neo-Literates” be undertaken by all State Resource Centres (SRCs) as well as Adult Education Agencies dealing with field studies (with suitable technical and other assistance), so that an all-India picture of effectiveness of adult learning through Adult Education Classes could be known and the Adult Education Programme of the nation is re-organized in the light of the field studies conducted throughout the country.

4. It recommends that the Indian Adult Education Association should undertake further studies in the field of Adult Education and literacy.

5. The meeting records with appreciation the valuable work done by Shri Mushtaq Ahmad and his colleague Dr. (Miss) S. Wadhwa in carrying out the Research Project and records its heartfelt thanks for the valuable work put in by them.

This meeting also records its appreciation for the valuable cooperation given by the Jamia Millia Islamia to the Indian Adult Education Association in carrying out the Research Project and specially for making available the valuable services of Shri Mushtaq Ahmad for conducting the Research.

6. In conclusion this meeting recom-

mends that the report of the Research Study, after due editing and printing, be circulated to all member agencies of Indian Adult Education Association and other Developmental Agencies, all State Resource, Centres all State Departments of Adult Education, Directorate of Adult Education in the Ministry of Education, Government of India and

University Grants Commission for their consideration and necessary implementation of the findings as considered suitable.

It also recommends that a systematic follow-up should be maintained by the Indian Adult Education Association in implementing the findings and recommendations of Research Study.

(Contd. from page 59)

extent. The suggestion to set up a National Commission on Resources for Education is welcome.

The Challenge

The challenge of education has got to be accepted. We must strive hard to

catch up and enter the 21st century as a literate nation and a learning society. The call of science and technology cannot be denied. It must be tempered with morality and spiritualism. India must strive for this synthesis. ●●●

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INDIAN ADULT EDUCATION ASSOCIATION

Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

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Indian Journal of Adult Education

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The Indian Journal of Adult Education, first published in 1939, is brought out every month by the Indian Adult Education Association, a voluntary organisation, registered under the Societies Registration Act of 1860. The Journal has special interest in the theory and practice of non-formal education with special reference to the relationship between Adult Education and Development.

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Adult Education and Television for Civic Education : A Sociological Analysis

Binod C. Agrawal

The recurrent finding of researches in India has been that television viewing helps in equalising knowledge gap between literates and illiterates, and that education is not a necessary condition for comprehending television messages. Several analyses, at the same time, have also indicated that the information gap between the rich and the poor is increasing as a result of television introduction in this country, due apparently to the lack of access of the latter to the medium. The author, however, feels that only by providing access to television without bringing about some basic structural changes, we would achieve very little towards the realisation of our nationally defined goals like adult and civic education.

ABOUT a quarter of a century ago, after long debate, television was introduced in India that too ostentatiously for "Social Education". In the early years of television, telecast was meant for improving the civic sense of the people in Delhi. As it grew, both in coverage and scope, 'non-formal' education was introduced "...for communicating agricultural information to the farmers...in 80 villages in the union territory of Delhi" (Krishi Darshan 1969 : 1). Since then Satellite Instructional Television Experiment (SITE) was successfully conducted in 1975-76 and now more than 70 per cent of India's population has potential ability to receive television signals in their homes. Through INSAT-IB the entire population has similar capacity to receive television signals through direct broadcast system. A moot question not answered so far is : to what extent television is being used for civic education of those who could not receive formal education in their childhood? Little efforts have been made to evaluate as to what are the potentials and limitations of television in providing civic education. In this short paper an attempt will be made to answer some of these questions.

Opinions expressed in this paper are those of the author and do not necessarily express the views of the organisation to which he belongs

Television and Civic Education

Since the inception of television in India, it has been used for "civic education" in one form or other if civic education means knowledge about rights and privileges of the citizen, human rights, universal adult suffrage and all those areas of socio-political and economic information that materially affect a human being in any society. One area in which a serious effort has been made relates to breaking the barriers of caste.

In general, mass media especially cinema in pre-independence era played a very vital role in creating a social consciousness among the people. The same role the Government owned media like television is expected to play now. Today, it is a constitutional need and not just a social responsibility of a few educated for the rest of the uneducated to have civic education. To provide civic education in contemporary context, it would be important to turn to some of the research studies to evaluate the potentials of television for civic education of those adults who were deprived of formal education.

Some Findings

The reach of television is very large today. It does not discriminate between rich and poor, between old and young, and rural and urban viewers. In other words, it cuts across several barriers which are difficult to break otherwise. There is a recurrent research finding from several studies that television viewing helps in equalizing "knowledge gap" between literates and "illiterates" (Agrawal, 1981). In other words, formal education is not a necessary condition to learn or gain knowledge from television. This single finding has several implications and ramifications for vital utilization of television in adult education. So far, it was believed

in several parts of the world that education is a necessary condition for comprehending television messages—at least that is how the media researchers of the Western countries thought about it. But our findings highlight the fact that illiterate persons must not be equated with "uneducated" persons and that they are capable of learning from TV.

It has been also found that women more than men learn or gain in knowledge as a result of TV viewing, who are typically less educated as compared to men (Agrawal et. al 1977). It is the women who need more civic education than men. And therefore television will be most suited medium for civic education of the women without formal education whose numbers are largest in the country today.

There are two factors that must be taken into consideration. First, to what extent civic education can be produced and transmitted for the illiterate women and poor? Second, even if the programmes are produced and transmitted; how one can ensure its viewing by the "target viewers", that is, illiterate and poor adults? Both these questions are inter-linked with the policies of the Government. As television is owned by the Government a policy decision can be taken to devote a substantial viewing time solely for civic education of the illiterate poor and women. This would mean change in the approach and philosophy of the 'Software Plan for Doordarshan' as suggested by the Working Group, a committee set up by the Government of India (An Indian Personality for Television, 1984). Television then will become an agent of social change to create a new society where civic education to all citizens will be necessary. The second question relates to access to television viewing.

The Problem of Access

At present three fourth of the estimated five million television sets in this country are located in the metropolitan cities. The remaining are owned by the rich of the city and small town dwellers. A very small number (may be less than six thousand) television sets are available for community viewing where largest number of "unfortunate" adults live who need civic education to know their rights and privileges. They are the ones who should know their political rights and value of a vote in deciding political philosophy of the Government. But this is not possible in the present circumstances as urban rich perceive television as a means of "home entertainment" in which education is not important especially the kind of education we are talking here. Again without major political decisions in favour of the poor, television would remain a toy of the rich and it will contribute very little in fulfilling the national aspirations and at best can provide a lip service to the cause of either adult education or civic education.

Several analyses have indicated that the information gap between the rich and the poor is increasing as a result of television introduction in this country. Interpreted differently, those who own means to receive mass media messages are becoming "information rich" compared to those who lack these means and are becoming "media poor".

Hence, in a broader perspective, this issue must be resolved at national level by political means to ensure equitable distribution of this new resource-information for creating an egalitarian society in the future. A large number of thinking men and women involved in education and development process think that if there is a political will, television can be democratized to achieve nationally defined goals like adult education and civic education. However, there is another group of media researchers—I include myself in the same—who argue very strongly that without basic structural changes, only by providing access to television one would achieve very little. These are some of the issues that must be discussed in detail, if television has to be meaningful for adult education.

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Bending Media to the Ends of Education

M. V. Desai

"What we need to generate with the help of media and telecommunication," says the author, 'is a programme which involves everybody as a promoter as well as a recipient of new attitudes and ideas'...Then comes the use of the media in imparting skills as also in helping improve the mind according to the learners' interests aptitudes and abilities....the next step will be to lay out telecommunications infrastructure and build up mass communication facilities in a way which helps even out the vast and growing disparities that exist between urban and rural areas, between the information-rich and the information-poor, and between different linguistic, ethnic and functional groups with less than average access to education". Yet another role of the mass media—including audio visual aids—will be "to become a means of broadening and deepening education at much lower than the present overheads and per capita costs."

A teacher is no teacher if there is a failure of communication. Some of us still learn by doing, like smiths, carpenters, *unani hakims* or *ayurvedic vaidyas* and this old-time journalist who did not go to any school of mass communication through the medium of print, film, radio or television. But otherwise we need to be taught skills, instructed in ways of self-study and thinking, and infected with enthusiasm for the practical or academic pursuits of our teacher. If she or he cannot communicate skills and enthusiasms, neither can they inform, instruct and entertain. What is then the teacher's social worth?

In the spread of education, the teacher no longer works unaided. There is the teacher's training in language proficiency, communication skills, psychology and much else. Development of technology provides in his support new techniques of communication. True, many of these audio-visual means of mass communication are one-way techniques. They go against the ideal conditions for transmitting knowledge: these conditions demand a two-way traffic so that teaching is tailored to the needs and receptivity of the taught. This kind of *guru-shishya* relationship does not exist where no dialogue is possible.

Today's mass media usually enable

one (often seen on the screen) to address the many (unseen and unheard). They bring an imperial centre into contact with voteless constituencies. They facilitate brainwashing by a press baron or a media emperor. Those who view and listen or read often see that the emperor has no clothes, but lack the means of saying so. However, new telecommunications technology should enable us to convert many one-way transmission lines into two-way channels and multidirectional flows.

Admittedly, institutional and structural deficiencies at present mar the educational use of mass media in India. There is no getting away from the fact, however, that they can be of great help. A judicious media mix can speed up the progress of education, broadcast the fruits of knowledge to the farthest communities, and add to political awareness and maturity of the people.

It will be useful to set out rather systematically the relevance of mass communication to the processes of education. This cannot be done better than by quoting from the MacBride Commission's report to Unesco on the functions of the mass media :

- i. **disseminating information** so that the recipient of the message is able to understand and react knowledgeably to the world and to the complex social, economic, technological and political conditions around him ;
- ii. **socialisation** through the provision of a common fund of knowledge which enables people to operate as effective members of the society in which they live (socialization also involves the communication and inculcation of an agreed set of values) ;

- iii. **motivation** through the promotion of immediate and ultimate aims of each society and the stimulation of personal choices, and aspiration ; through the fostering of individual or community activities, geared to the pursuit of agreed aims ;
- iv. **promoting debates** and discussion through the provision and exchange of facts to facilitate agreement or clarify differences on public issues ;
- v. **education** through the transmission of knowledge so as to foster intellectual development, the formation of character and the acquisition of skills and capacities at all stages of life ;
- vi. **cultural promotion** through the dissemination of cultural and artistic products ;
- vii. **entertainment** through the diffusion of drama, dance, art, literature, music, sports, etc. for personal and collective recreation and enjoyment ;
- viii. **integration** through the provision to all persons, groups and nations access to the variety of messages which they need in order to know and understand each other and to appreciate others' living conditions, viewpoints and aspirations.

Government's discussion paper, *Challenge of Education*, is alive to the potential of contributions from mass media towards building up a learning society. It is also aware that with its own satellites in space, India is extremely well placed to bend telecommunications to educational ends. As the paper goes on to say : "It has a large network of television and radio stations and, at least in relation to

broadcasting, there is considerable manpower capable of developing educational programmes. Even in respect of educational television, a number of centres have come up and some of them have already become operational. The availability of a satellite and a television network covering a majority of the population is potentially one of the most significant factors capable of contributing to the promise of new educational initiatives.

"This technology can, undoubtedly, revolutionise the teaching-learning system by enriching formal education and also by supporting non-formal education as well as the distance learning systems. Actually, in recognition of the promise held out by new technologies, steps are already being taken to establish a National Open University, named after Smt. Indira Gandhi. This institution will make a qualitative difference to the process of developing manpower and putting new educational technologies to more effective use. It will be a boon for those who, for economic and other reasons, cannot have access to formal higher education."

All the same, the document errs on the safe side in taking a cautious view of how the new mass communication technologies can facilitate (a verb the document perhaps uses too frequently) new educational initiatives. Their use "can convert educational institutions into 'learning' rather than 'teaching' institutions, with vast implications for curricular and instructional methods. It is necessary to warn against a euphoric reaction on this account. A realistic assessment of the 'preparatory work' involved in realising the potential of these technologies leads one to the conclusion that, in the short run, the gains from these will be quite marginal".

"It is relatively easy to acquire the hardware." But, the document goes on to add, "development of software to deliver relevant knowledge and inculcation of appropriate attitudes requires (sic) a thorough understanding of the strengths and weaknesses of various media and, also, an insight into the nature of the communication process, adequate experience of production, and extensive field studies to observe and document the linguistic skills and other characteristics of the audiences in and out of schools."

Indeed the socio-political context in which a new technology gets deployed cannot be wished away. And this context must colour, if not condition, the educational impact of the technology. What the document notes on the role of television is highly pertinent. To quote it, Doordarshan 'has opened new vistas not only for the enrichment of formal education but also for imparting non-formal education. It would, however, be a mistake to assume that it can be pressed into service, at short notice, on a large scale without making considerable investments for establishing relay stations to operationalise new channels of communication. As far as the existing channels are concerned, unless the present policies are modified, competing demands on the time will preclude its extensive use for educational purposes."

On the countervailing impact of TV and films, it adds: "A large number of parents and teachers have complained that the manner in which violence and brutality, glamorising of crime and gross display of wealth are being presented on the cinema and television screens has an adverse effect on the minds of the young people. Even the large hoardings advertising the films are a

cause of constant offence to people's sensitivity. In the absence of purposeful action, the orientation of these powerful media will be a constraint on the educational initiatives and thrusts for the internationalisation of values appropriate for a tolerant and civilised society". In the meantime, radio, TV and films "distort the process of education and make the task of the teacher that much more difficult".

There is good reason, therefore, for the discussion paper to expect that "any attempt to introduce the rigorous process of planning in education" will bring the Education Ministry "face to face with a situation of conflict with vested interests." Sad to think that the vested interests are not confined to the private world of movie-moghuls. They also abound in the Government's departments and ministries. It is therefore not out of place to recall that in January Rajiv Gandhi's first address to the nation as Prime Minister makes a pointed reference to Indian values. Film Certification Board's spineless permissiveness and Doordarshan's open door to advertisers and its lazy greed for sponsored programmes seem to turn the Government's back upon these values.

What we need to generate with the help of media and telecommunications is "a programme which involves everybody as a promoter as well as a recipient of new attitudes and ideas". Or else, India will "enter the twenty-first century with a bowl-in-hand psychology". More specifically, the major channels of mass communication—books and newspapers, film, radio, TV and video—need to be pressed in full pursuit of the educational tasks. The first need is to create a climate in which education is sought after as a value in itself. Can the mass media create an awareness of the kind Tilak and

Gokhale generated when their Deccan Education Society started a school and a college a hundred years ago and almost single-handed ?

Then comes the use of the media in imparting skills as also in helping improve the mind according to the learner's interests, aptitudes and abilities. India's main strength is its population, particularly young men, women and children. Its richness is rooted in diversity. In a learning society, dirtying the hands should enjoy the same dignity as explorations along the frontiers of knowledge. In a multilingual country, moreover, media should become a great aid to learning new tongues.

In such an atmosphere conducive to life-long education, the next step will be to lay out telecommunications infrastructure and build up mass communication facilities. This must be done in a way which helps to even out the vast and growing disparities that exist between urban and rural areas, between the information-rich and the information-poor, and between different linguistic, ethnic and functional groups with less than average access to education.

There must therefore be a moratorium on further investment in communication-rich communities. Telecommunications investment should be diverted towards meeting the needs of educationally backward and information-poor areas. The effort should be to build up cost-effective infrastructures suited to regionally varying needs. The choice of communication techniques must be made judiciously: they have to be economical, relevant to the local culture and geophysical environment, and to allow upgradation as the people move up the educational ladder.

Modern communication will need to play yet another role. Our educational progress continues to be hampered by shortage of funds. The mass media—including simple audio-visual aids—will have to become a means of broadening and deepening education at much lower than the present overheads and per capita costs. India will never have the funds to root out illiteracy in the orthodox ways it has followed for decades. Nor can it afford universities as islands of high wages and prohibitive costs which remain isolated from their social moorings and obligations. It should be possible to deploy media facilities to strengthen educational effort while reducing costs.

For the media to be effective in reducing the costs of education and speeding its sweep, they will need to perform a final function of directing the searchlight of informed scrutiny towards all public activities and institutions, especially those funded by Government. There is so much of featherbedding, waste and dysfunctional expense that the only remedy is public accountability of educational and other authorities. They have to be made responsible for the results and answerable to their constituents and communities.

This cannot happen so long as the mass media work as official monoliths and bureaucratic monopolies. Media administration as much as output needs to be decentralised. Dispersed control of media facilities is the best means of encouraging creativity. It is also a step towards ensuring that educational efforts strike linguistic and cultural roots in the soil, enjoy popular support, and flourish in a climate of collective self-reliance.

An illustration will go far to show that this five-point agenda for media in service of education is not idle fancy.

In order to please the affluent in media-saturated metropolises, the Ministry of Information and Broadcasting is now busy preparing to provide them with a second TV channel. For Madras, the transmitter will be rigged up by dismantling the local TV station at Pij and depriving the people of Gujarat's Kaira district of a programme production and telecasting centre which has endeared itself to the viewers since the days of Mrs Indira Gandhi and SITE.

In recent months the Pij station again played all the five roles I have assigned to the media when a land-owning Patel hotted up and harassed a Harijan carrier of dead animals. The Harijan said his father was just dead, and he would go to remove the Patel's dead buffalo as soon as his father's funeral was over. The Patel would have none of this, as his priorities were different.

From the Pij station of Doordarshan, a play was telecast to dramatise this socio-economic imbroglio. Of course the play was in Gujarati. The lesson went home because some people had heard of this incident. The writing of the play was itself an essay in education and confidence-building: the play originated in a few halting lines scribbled by the Harijan and was expanded into shape by TV scriptwriters.

Everywhere there was sympathy for the Harijan. An outcry went up against the Patel's *zulum*. There was rousing of public opinion. The public authorities who had not behaved too well were made to realise that they had something to answer for their decisions (including inaction). And Doordarshan's credibility was up.

It is this locally relevant use of a decentralised but sophisticated technique of communication which the

(Contd. on page 23)

The Perspective of Workers' Education

Anil Bordia

UNTIL about the beginning of this century, the people of our country coped on their own with the skills required for farming, clothing, housing and manufacturing. These skills were inherited from generation to generation and their inculcation formed an essential part of family life and the religious, social and cultural milieu.

Things have been changing rapidly since the introduction of power and new technologies to industry, with increasing demand of raw materials and food grains, and consolidation of capital-oriented processes in industry and agriculture. Industrial and agrarian relations are becoming increasingly dehumanised and widespread, unrest prevails among the workers in industry and in the rural areas. We have also to face the reality and gravity of oppression of the unorganised workers, particularly the harijans, the tribals and the urban poor. Nor can we, even for a moment, overlook the divisive and the communal forces in the country, and the fact that vigilance is indispensable for the defence of our democracy. It is obvious that every nerve shall have to be strained to achieve genuine socialism, secularism and democracy.

Within the framework of the socialistic ideals of the country, the Seventh Five Year Plan gives priority to employment and productivity, and to qualitative

Some of the important objectives of workers' education, says the author, are to help workers acquire literacy and education to continually learn in a self-reliant manner for their cultural development and for political action; and to enable them to critically understand the social, economic and political developments and their rights and responsibilities. Workers in the semi-organised sector, he further observes, have so far remained uncovered. They are generally a much exploited group and workers' education can help in the improvement of their working conditions and may even harbingers effective trade union activity. Workers in the organised sector, however, he feels, should continue to receive particular attention.

improvement in the living and working conditions of the masses. Our Prime Minister has, moreover, laid stress on reorganisation of the system of education, on scientific and technological development, on substantial improvement in the status of women, on environment and on family planning.

Issues directly affecting workers' education

Within this general context, a few specific issues have a direct bearing on the strategy of workers' education, namely :

—Out of 223 million main workers, only 6 million are members of trade unions. The percentage of women trade union members has decreased from 8.1 per cent in 1977 to 5.9 per cent in 1980.*

—Of the total number of main workers (viz 223 million) 66.5 per cent are cultivators and agricultural labourers and only about 10 per cent are in the organised sector.*

—According to the Census of 1981, the rate of literacy among the workers was about 40 per cent. Literacy among rural workers was only 34 per cent and literacy among plantation workers, coal-miners and jute workers is less than 30 per cent.

—A staggeringly large proportion of workers are unskilled. According to the 32nd Round of the National Sample Survey (reference year : 1977-78) 18 per cent men workers and 12 per cent women workers only were skilled, these include a very large number of typists and among women the skill of more than half was tailoring.*

—Speaking of the country as a whole, the wage structure continues to be skewed. At the bottom of the wage-structure come the bonded labour,

who receive no well-defined wages. Minimum wages for agricultural workers are prescribed by all State Governments, but they are not implemented, except in two or three States, where rural workers are well-organised or where productivity is high. According to the figures of Labour Bureau, the per capita average earning per man day worked was Rs. 19.45 in 1978.

—Although there is gradual improvement in industrial relations, the incidence of lock-outs and closures has increased. In the absence of informed and vigilant participation of workers in management, industrial sickness, not confined to jute and textile industries, is acquiring alarming proportions.

Objectives

Keeping the above in view, we may attempt to restate the objectives of workers' education as follows :

—to acquire literacy and education to continually learn in a self-reliant manner for their cultural development and for political action ;

—to critically understand the social, economic and political developments and the workers' rights and responsibilities ;

—to understand the role of trade unions in protection of workers' interests and to inculcate capability for responsible participation in trade union activity ;

—to provide leadership training for trade unionists who are called upon to shoulder such responsibilities in their organisations ;

—to pursue vocational education to cope with technological changes and

* Source of data is Labour Bureau and Labour Ministry's Verification of Results of Membership of Central Trade Union Organisations as on 31.12.80.

for betterment of work prospects and to develop competence for effective participation in management ; and

—to contribute, with understanding, to the furtherance of national goals such as creation of secular attitudes, struggle towards a socialist order, preservation and promotion of democratic values and institutions, national integration, observance of small family norm, etc.

Clientele

Clear delineation of the clientele of workers' education can improve the planning and implementation of the programmes. The following categories of persons should principally comprise the clientele of workers' education :

—Workers in the organised sector should continue to receive particular attention. Although they comprise only about 10 per cent of main workers, they have an enormous influence on productivity, civic life and the political system.

—Workers in the semi-organised industries include beedi workers, fish workers, building and construction workers, quarry mine workers, etc. They are generally a much exploited group, and workers' education can help in the improvement of their working conditions and may even harbingers effective trade union activity.

—Agricultural labour, including tribals working in forests—they are almost entirely unorganised and all that has been done for them is to organise the so called "awareness camps". To begin with, it may be necessary to select a few areas, geographically as well as clientele-wise, and to organise programmes in those areas in cooperation with trade unions or voluntary agencies which are willing to take follow-up measures, including unionization.

—Trade union workers, officials and leaders have to receive a special priority in workers' education programmes. Apart from their responsibility for effective and democratic management of unions, they also have a role in running of workers' education programme.

—Women and youth have not received sufficient attention in the workers' education programmes. Young people have to be trained to be good workers and to provide future leadership, and women to actively participate in the production activity, civic life and in trade unions.

Programmes and agencies

The cadre of worker-teachers and Unit Level Classes of Central Board for Workers Education (CBWE) have served a useful purpose and their continuance has been recommended by all who appraised the WE Programme, in particular the National Labour Commission, the Estimates Committee of Parliament and Workers Education Review Committee headed by Shri G. Ramanujam. However, a fresh look is necessary to make them more purposeful. New challenges faced by the workers' education programme, new clientele and universal acceptance of the concepts of continuing and life-long education make it essential to diversify the programmes and to relate them to the needs of workers and the trade union movement.

Practically all countries which have paid attention to manpower training have been impressed by the need to institutionalise workers' education on a permanent, systematic and structured basis. This movement was started in Europe nearly 150 years ago when Father Grundtvig started the Folk High Schools. American Community Colleges and Eastern Europe's Workers' Universities are instruments of technical and

professional education of workers. Mahatma Gandhi and Kaka Kalelkar made a beginning in the form of 'Jangam Vidyalayas' and Gurudev founded Shri Niketan with this objective. Julius Nyrere has established a Folk Development College in practically every district of Tanzania, and no industrial enterprise or workers' commune is without an institute for workers' education in China. In planning for workers' education in our country we have to pay attention to this aspect.

The task of organisation of educational programmes for unorganised and semi-organised workers is going to be as difficult as it is important. Apart from trade unions and the CBWE, a number of other agencies shall have to be involved. These would include voluntary organisations, cooperative societies, educational institutions, Nehru Yuvak Kendras, Krishi Vigyan Kendras, Panchayati Raj institutions, etc. Similarly, the instructional agency should include trade union workers, field workers of voluntary agencies, adult education instructors, Village Health Guides, rural labour inspectors, etc. Intensive training camps, such as those run by the National Labour Institute, could also serve a useful purpose, particularly if follow-up action on them can be taken by the various institutional and instructional agencies.

The education and training of trade union workers and leaders shall have to be organised with special sensitivity and consideration. Programmes for them would include specific job-oriented courses (e.g. in occupational safety, industrial sickness, social security, trade union journalism, account maintenance) as well as general seminars. Finest faculty should be commandeered for these programmes and a large number

of trade union leaders enabled to undertake study visits overseas.

A mention must also be made regarding the importance of relating workers' education and women's development. For one thing, programmes for women should increase and women should have representation at all levels in workers' education. The other important point is that all workers should understand the problems relating to women's status, to double burden—of work and household—which they have to bear and the fact that no programme can be treated as balanced unless women are fully involved in it.

The vast opportunities opened by mass media are only partially tapped in worker education. Programmes on Doordarshan and AIR meant for workers are sporadic and stilted. We are yet to avail of the media of film, cassettes, slides, video, etc. There is need to break the technological barrier in the use of media for workers' education.

The resources required for workers' education must come from a multiplicity of sources. Trade unions would, naturally, have to set apart a part of their funds for their purpose. Government has been spending some money, it has to be increased. But the main source of funds has to be the employers, who need to be persuaded to set apart a fixed amount per worker employed by them.

The most appropriate conclusion for this short paper would be to refer to the meeting of ILO Consultants on Workers Education held in April this year in which it was recommended that workers' education programme should be based on workers' participation and the only authentic method of that participation is through trade unions. ●●●

Reading Interests of Rural Readers : A Study

Ram Shankar,
Manju Shukla and
P. K. Sundriyal

A study recently conducted in the Lucknow district of Uttar Pradesh to find out the reading interests of rural readers, including neo-literates and persons with limited reading ability revealed that while most of the readers read mainly for recreation, a desire to increase knowledge prompted a fairly large number of the respondents to read. As for the form or type of literature preferred, stories with rural background were the most popular followed by novels, social, books religious books, magazines and folklores, in that order. Technical books or those related with professional knowledge were not much in demand.

ADULT education programme is essentially a human resource development programme aiming at improving the capability of the people to participate in other programmes of social and economic development. Literacy, which is one of the components of the comprehensive programme of adult education, equips man with transpersonal memory and opens the door to knowledge. Learning acquires its significance as a process underlying development and requires sustained energy which in turn requires the use of materials that will attract and engross. High interest materials are more fully comprehended, interest leads to knowledge which leads, in turn to increased comprehension (Guthrie, 1981).

Motivation is a more comprehensive concept which includes needs and interests of the learner. Learning is the only process through which the individual can transform himself and engage himself in a self-actualization process through intelligent action and involvement. A study of needs and interests becomes almost basic to understanding the motivational force for a certain type of action. Needs and interests once known, appropriate follow-up programmes can be planned and undertaken. Interest in reading depends upon what one likes, needs or desires. Reading

interest to some extent is also governed by what is available in the form of reading materials. There are also a number of other factors associated with the reading material itself which influence reading interests and reading behaviour.

A knowledge of the needs and interests of learners, however, becomes necessary not only for adult education planners and workers but for all those involved in the production and distribution of printed material, or literature for neoliterates and persons with limited reading abilities living in remote rural areas. There is a need to attain a balance between the needs, interests and problems of the people on the one hand, and the demands of the nation in its development perspective on the other.

The popularity and usefulness of the adult education programme including follow-up and library services depends to a great extent on the accessibility of the reading material to the target group who need and demonstrate sufficient interest in reading the available reading material.

Surveys and studies undertaken in the past (Mathur, 1950 ; Rao, 1957 ; Ahmad, 1958 ; Tandon, 1961 ; NFEC, 1962 ; and Subramaniam and Mani, 1964) relating to the reading interests and follow-up material provide some useful insights. Linking education with everyday life and providing library facilities is necessary for sustaining interest in education and maintaining literacy (Chatterji, 1964). Organisational aspects and services of the libraries and reading interests of the members ; differences in the reading interests and needs of different groups of neo-literates and reading interests and abilities of adolescents and adults have also been studied (Singh, 1965 ; Mysore State Adult Education Council, 1969 and Naik, 1976).

The present survey study was undertaken to find out the reading interests, needs and problems faced by the rural reading public with a view to gaining some insight into the type of reading material they are interested in and problems experienced by them in getting the books of their choice. It could also provide some insight into the form and type of reading material needed for effective and purposeful organisation of library services in rural areas.

Method and Procedure

Of the three approaches for ascertaining reading needs and interests i.e. (1) the producer approach (2) the distributor approach and (3) the consumer approach, the last one was adopted to conduct the present survey study.

Area and Sample

The sample for the study was drawn from 12 villages, namely, Banthara, Barigawan, Gauri, Gahru, Kharika, Mati, Munshi Khera, Neewan, Piparsand, Sariyan, Telibagh and Thakurain Khera. These villages are in the Sarojini Nagar Development Block of Lucknow district. The bell bicycle libraries had been functioning in all these villages at the time of survey. One bell bicycle library serves a cluster of 10 to 15 villages once a week. The library worker carries about 200 books in a canvas bag on this bicycle and has a bell which he rings on reaching a village on the scheduled date so that even women within the four walls come to know of his arrival and can get books issued. In a day one librarian covers two to three villages delivering the books at the reader's doorstep. Thus the rural readers get four weekly chances in a month to get books issued. This system of book circulation practised by the Literacy House, is very popular in rural areas.

The findings of the Study are based

on a sample of 150 respondents (124 males and 26 females) including 26 non-members of the bell bicycle libraries. Out of the 150 respondents, 113 (75.3 per cent) were married and the majority (77.3 per cent) were in the age-group 15-35. Only 8 per cent respondents were above 45 years of age. Occupational background of the respondents is given in Table 1. About 72 per cent were engaged in service, agriculture and some kind of business activities.

Table 1

Distribution of Respondents by Occupation

Occupation	Male	Female	Total	Percent
Service	55	—	55	36.7
Agriculture	31	—	31	20.7
Business	22	—	22	14.7
Student	9	11	20	13.3
Household work	—	15	15	10.0
Labour work	5	—	5	8.3
Other	2	—	2	1.3
Total	124	26	150	100.0

The family income of the respondents indicated that the highest number of respondents belonged to the income range of Rs. 401/- to Rs. 600/- and most of the respondents' family income ranged from Rs. 200/- to 800/-.

In most of the cases men had stopped their studies at high school stage. They however had developed sufficient interest in reading and had willingly become library members. The highest number of females were in the category of those educated upto 5th standard. In fact, the rate of girl drop-outs after completing primary level education is quite high in the area. They nevertheless became library members readily.

The Tool

An interview schedule was prepared and used as a tool for data collection. Questions regarding the areas of reading interests, factors influencing reading

habits, the duration of time a village reader devotes to reading and books read by him were included in the schedule. It was also enquired if they wanted to read some specific type of books. Their opinions about the bell bicycle library services provided by the Literacy House, difficulties faced and their suggestions to overcome those difficulties were also sought and recorded.

The Procedure

The respondents were identified with the help of Bell Bicycle Library workers. After formal introduction the investigation started with a general discussion to establish a rapport. The purpose of the survey was explained to them and then the interview was conducted with the help of the schedule.

Findings

Reading Interests and Books Read by Rural Readers

To make popular reading materials available to readers, it becomes necessary to know the reading interests of the readers and to ascertain how much time they devote to reading books, their capacity of spending money on buying or obtaining books of their choice, etc. The sources from where they obtain books are also important. The organisers of rural library services can increase the number of members by making sincere efforts to meet their reading needs and interests and by solving problems in these areas

Reasons for Reading Interests

It is very important for organisations, institutions, authors and publishers who are producing reading materials, particularly for rural adults including neo-literates, to know the areas of reading interests. At the same time knowledge about reading materials preferred by the readers is also important to create a

positive environment for literacy, learning and using it for the improvement of the quality of life.

The findings are presented in Table 2 :

Table 2
Reasons for Reading : Interest

Reasons/ Interests	Male	Female	Total
— For recreation	103	21	124
— For knowledge	99	16	115
— Possibility of employment	13	6	19
— For better management of family life	11	6	17
— Improvement in the family occupation and income	8	—	8
— Others*	7	2	9

* Social progress, utilization of leisure time, for prayer and studying religious books.

About 90 per cent of the respondents read books for recreation, but quite a high number said that they also read books to increase their knowledge. It is a good indication for planners and policy makers because if the production of literature is planned in a way which increases their knowledge in an interesting way, (combining useful knowledge with interest) the desired aims could be achieved. Some other reasons reflecting on their interests are not so dominant. Thus it could be said that these respondents read books mainly for recreation and to increase knowledge. While other factors did affect reading interests, their influence was only to a limited extent.

The format of literature preferred by readers is important to determine their choice and in turn to motivate neo-literates towards regular reading for their continuing education. It is evident from Table 3 that short stories are the first

preference followed by novels. But the most important observation is that 38 respondents preferred specific books concerning agriculture, home-science, technical subject or animal husbandry. This indicates and also supports the earlier statement that village library members read books not only for recreation but also for increasing their knowledge in the fields of their concern. Magazines generally are not preferred by the readers. Books dealing with social themes in story or novel form are more popular. This is an important factor to be noted by those who are engaged in producing literature for rural readers and persons with limited reading ability.

Table 3
Type of Literature Readers are
Interested in

Type	Male	Female	Total
Stories	81	19	100
Novels	71	9	80
Social Books	31	2	33
Religious Books	19	1	20
Magazines	17	2	19
Folk Lore	9	1	10
Others	25	13	38

From the list of the titles read by the respondents it becomes clear that *Geeta* and *Ramcharit Manas* are among the most popular religious books which the respondents have read several times. Novels and stories written by Munshi Prem Chand are on top and so are magazines like *Manohar Kahaniyan* and *Satya Katha*.

Adventurous novels are liked by both men and women. Technical books or books concerning professional knowledge are not in as much demand as they should be. Reasons for this could be that the village readers are not yet sufficiently aware of the benefits of professional reading. Though some library

members had read books written by Mahatma Gandhi and Virindavan Lal Verma, et al their number was very small. It was felt during the investigations that short stories with rural background are preferred by these readers.

Hours Spent on Reading

It was found that out of 150 respondents, the highest number of respondents, (42.6 per cent) devoted 15 or more hours per week to reading (see Table 4). This shows that they are devoting about two hours on an average to reading per day.

Table 4
Number of Hours Devoted to Reading per Week

Hours/Week	Male	Female	Total	Per cent
3-5	3	6	9	6.0
6-8	16	7	23	15.3
9-11	22	3	25	16.7
12-14	24	5	29	19.4
15+	59	5	64	42.6
Total	124	26	150	100.0

From Table 4 it becomes evident that men devoted more time to reading than women. This could be because in villages women are mostly busy in their household duties. They also assist their family members in the field and therefore find little leisure time which they could utilize for reading. It may also be taken to be an indication of low level of education among women.

Time of Reading

The highest number (39 per cent) of men and women read during night while a little less number could find time for reading around noon (37 per cent) and during afternoon (30 per cent). Also, there were 20 respondents who could be called occasional readers as they devoted their holidays to reading.

Sources of Books

The highest number of respondents

are getting books through the libraries being run by the Literacy House. (See Table 5).

Table 5
Sources of Obtaining Books

Source	Male	Female	Total	Per cent
From Libraries	103	21	124	82.7
Purchasing	100	16	116	77.3
From Friends	69	11	80	53.3
From Neighbours	22	6	28	18.7

It must be noted that a large number of respondents (116) are buying books from bookshops. Those respondents who obtain books from friends or neighbours could be placed in the same broad category. The important thing which should be noted is that quite a good number of library members are also either buying books or obtaining them from other sources. It indicates that the village readers do not depend on libraries alone for all the desired reading materials.

Expenditure on Books

As mentioned earlier the amount of money one spends on books is a reflection on the financial position of the respondents and the intensity of interest in reading books.

It was found that the highest number or respondents (30.7 per cent) spent about Rs 25 annually on buying books. Thirty per cent of the respondents have been spending more than Rs. 100/- annually on purchasing books. They are not completely dependent on libraries. The remaining respondents fall in the category in between.

Difficulties Faced in Getting Books of Choice

Table 6 indicates that 62 per cent of the readers are satisfied and find no difficulty in getting the books of their

choice. However, there were some readers (20 to be precise) who complained that they are not getting books of their choice.

Table 6

Difficulties in Obtaining Books of Choice

Difficulties	Male	Female	Total	Per cent
1. Economic difficulties	34	3	37	24.7
2. Non-availability of interesting books	12	8	20	13.3
3. No difficulty	78	15	93	62.0
Total	124	26	150	100.0

When probed, respondents suggested that there should be more books of their choice such as religious books, technical books or books concerning family life and crafts like tailoring and embroidery, which should be circulated by the libraries.

Respondents' Opinion about Bell Bicycle Library Services

When readers' opinion was sought about the Bell Bicycle Libraries, 92 per cent expressed that it was a good scheme but they also felt that the books provided by these were generally for children, that there were no novels and not enough new books were available. Expressing a desire to include comics they also made a demand for new books and novels.

Investigators' observations also confirmed that most of the readers prefer novels. Social novels and similar books are in great demand (see Table 7). Another important point to be noted is that religious books, books concerning business and professions are also preferred.

Table 7
Investigators' Observations

Observations	Male	Female	Total
1. People read novels	67	9	76
2. Social books are read	34	10	44
3. Religious books are read	15	1	16
4. Books on competitions are desired	4	5	9
5. Professional books are liked.	4	1	5

Some encouraging trends revealed by this study are that the interest in reading is increasing as the number of literate persons is increasing. Reading materials could be selected keeping in mind some of the relevant findings of this survey study.

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Evaluation of Training Programmes of Non-formal Education -Functionaries

P. Adinarayana Reddy

It is through training that an understanding of concepts, values, attitudes and capabilities can be inculcated among the functionaries of any programme. The article while stressing the need to evaluate training programmes of non-formal education functionaries discusses the aspects and techniques of evaluating such a programme.

FAILURE of formal system of education in universalising elementary education and in providing education relevant to the needs of the people are some of the factors responsible for the emergence of non-formal system of education. It is an organised provision for learning outside the formal system of education to meet the diversified and specific needs of the people. The success of non-formal education (NFE) programmes largely depends on the efficiency of the functionaries involved at various levels and stages of the programme. A large number of personnel are required at different levels, starting from the NFE centre to the top administrators. The competency and efficiency of these personnel, coming from different backgrounds and with varying ideas about the programme would be conditioned by the quality of the training that they have been exposed to. It is through training that an understanding of concepts, values, attitudes and capabilities, required among the functionaries to achieve the programme's objectives, can be inculcated.

Thus, training of functionaries constitutes a major input in a non-formal education programme which needs a careful evaluation. The purpose of evaluation is to improve the training programme by

identifying its merits and demerits. It is a process concerned with checking and improving all the steps involved in organising a training programme. In other words, evaluation of training deals with such aspects as occur before organising the training, during the training and after the completion of the training programme.

Why evaluate training

After the successful completion of the training, an assessment should be made to know to what extent it has fulfilled the objectives of the training and its impact on the trainees. To be specific, the following purposes are served by evaluation.

Feedback of effectiveness

Provides information related to the cost-effectiveness of the programmes, behavioural changes in the trainees and helps the participants to know to what extent it helped them.

Feedback for improvement

The feedback information can be utilised for the overall improvement of certain aspects of the training, such as, training methodology, training methods, materials and in identification of the training needs and problems of the trainees.

Feedback for action

The feedback from evaluation will help the trainers, trainees and training institute to take effective steps for the improvement of training.

Feedback for better control

The feedback from evaluation will be useful for the overall control and planning of training and making necessary adjustments to make it more effective.

Training is organised for a selected group of people with the objective of bringing about a desirable change in

their behaviour. Organisation of such a programme is a combined effort of a number of people, and all of them are clients and partners of the evaluation. Their needs for feedback and use of the information so obtained for improving the effectiveness of the training would naturally be different. The main clients for evaluation can be divided into four groups:

- Trainers
- Training organization, including curriculum planners, programme designers, programme managers.
- Trainees.
- Client organization, i.e., ultimate user and financier of training.

What to evaluate

Evaluation of any NFE training programme involves the following dimensions.

Context This includes all the factors that are not directly related to the training but which affect the effectiveness of the programme. For example, boarding and lodging arrangements, recreational facilities, etc.

Inputs The inputs of training programmes include the curriculum, the content, training materials, the resource personnel, etc.

Outputs Output would include a general understanding and an understanding about the training programme among the trainees, change in their behaviour, attitudes, values, knowledge, etc.

Process The most neglected and sensitive aspect of training evaluation is the training process itself which cannot be covered under training inputs. The process of training includes climate/environment of the training organisation, the relationship and understanding between the trainers and trainees the

general attitude and approach of the trainers, trainees' response to teaching methods, training materials, training sequence, field experiences, etc.

How to evaluate

Evaluation of training programme involves two aspects—the overall design of evaluation, and selection of techniques of evaluation.

Design of evaluation This is the basic element in organising a training evaluation. It helps in planning the evaluation strategy in advance. Evaluation designs can be of various kinds depending on the time/period for which evaluation is done and the number of groups involved in evaluation. Some important designs of evaluation are :

Longitudinal design : In this design data will be collected several times from the same group over a period of time.

Before-after design : Here the data will be collected from the group before and after the training programme.

Ex-post facto design : It is like a summative evaluation, and data will be collected from the group only after completing the training programme.

Comparative survey design : It involves a number of other groups in addition to the group exposed to the training in the collection of data.

Matched group design : In this an additional matched group on some significant dimensions/elements with the group being exposed to the training programme will be selected and data will be collected from both the groups.

It is upto the evaluator to choose a suitable design depending on the dimensions to be evaluated.

Evaluation techniques : Evaluation techniques can be broadly classified into response (reactive) techniques and unobtrusive measures or secondary source

data techniques. The techniques which produce some response or reaction in the respondents are called reactive techniques, and techniques which make use of available data or secondary source data are the unobtrusive measures. For example, all indicators, indexes, are such measures. Based on the elements to be evaluated, a suitable technique may be chosen for developing appropriate tools of evaluation.

A thorough evaluation of a training programme is useful in assessing as to what extent it has achieved the objectives for which it was designed, why it is effective for some goals and not for others, and what did the training institute do or not do to make the training effective.

The design of training evaluation involves the following steps :

- Objectives of training programme should be clearly stated. These can be divided into two categories : one concerned with the behavioural change among the trainees (better knowledge, change in values, attitudes, skills, etc.) and the other related to ultimate improvement in trainer behaviour (providing more facilities, listening to the trainees problems, etc.). The objectives may be set in terminal behavioural terms that are measurable, so that a comparison can be made between the entry and terminal behaviours of the trainees.
- Developing indicators of the objectives in the individual's behaviour, as well as in the organisation.
- Preparing a list of NFE functionaries who are undergoing training.
- Preparing a sample of primary school teachers, members of the village community to get their reactions to change in functionaries' practice in community after training.

- Preparing a list of officers in the non-formal education department with whom the functionaries come in contact.
- Preparing instruments to get the opinions of the trainees on various aspects of the training programme.
- Collecting critical incidents in the change of behaviour of the functionaries after training from all the above sources.
- Analysing the data from the above instruments and preparing the report. The information thus generated may be utilised for effectively organising the future N-F-E training programmes.

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(Contd. from page 9)

Government wants to rob from the poor Peters of rural Gujarat to enrich the life of urban Pauls in Madras. No wonder the Kaira villagers are bent on a *chipko* in respect of the Pij TV station. What could be the remedy?

It would be sad if the remedy is found in cranking up a heavy-handed engine. A consequence might be to transfer Doordarshan from the Broadcasting Ministry to the bureaucrats in the Education Ministry so that the Minister in Charge has in his charge 114,

in place of 113, institutions and activities in the areas of culture, education and human resource development. His new Ministry's policy perspective on education gives the highest priority to questions of egalitarianism, quality and equity. Both the moves of the Pij transmitter to Madras and of Doordarshan to the Education Ministry may take us away from equality, balanced growth and a new information and communication order; from our ability to build up autonomous centres of excellence; and from the fairness principle. ●●●

Some Observations on Literacy Situation in India by Dr. K.L. Bhowmik; published by Bengal Social Service League; price Rs. 60/- (in India) and \$ 30/- (Overseas)

THIS is a report of a study of the literacy situation in the different States and Union territories of India. The figures about the literacy status of the population have been taken mostly from the Census and other official reports and publications. The data have been analysed and interpreted to derive facts from figures. The quantitative data have led to certain inferences which are qualitative in nature, through the use of a few simple statistical tools and techniques. Dr. Bhowmik deserves congratulations for interpreting figures to indicate the way out for adult educators, planners and administrators at the National and State levels. He has made the figures speak.

BOOK REVIEW

The study sponsored by the State Resource Centre (Bengal Social Service League) and undertaken by the Action Research Institute, Calcutta is a pioneering effort and is likely to blaze a new trail in the field of adult education. It gives the progress and trends in spread of literacy over the decades in the various States and Union Territories. The figures have been classified and presented in 64 tables according to the composition of the population—men and women, different age groups, people belonging to scheduled castes and tribes and residents of rural and urban areas. "Simple statistics like percentage and rank order correlation have been employed to draw inferences from quantitative data. A qualitative interpretation by making use of simple observations and linking up the related events has often been forwarded to inject a quality in quantum. This is

just an exploration of possibilities to make use of secondary data in presenting a situational analysis".

The study reveals that Kerala has over 69% literates. It would be worthwhile to derive lessons from Kerala and to understand the mechanisms for applying them with suitable adaptations in other States. Voluntary associations may be encouraged to come forward in achieving a wider coverage of literacy in the country. A visit to Kerala to learn from the field workers might be worthwhile.

The study categorically brings out, "the experience of Maharashtra, which secured the second position and had 47% of its population as literate, indicated that the level of general development of the State might have played a contributory role in increasing the rate of literacy. The relationship of incidence of higher literacy with higher achievement of general development needs to be emphasised in planning and implementing the literacy programme... The possibility of this relationship deserves to be utilised in all States and Union Territories by affecting a marriage between development and literacy campaign".

Examining the literacy position as recorded in 1971 census, the study reveals that Nagaland which in 1971 secured 13th position went up to 5th position among the States. Punjab went down from 5th position in 1971 to the 10th position in 1981. Similarly West Bengal went down from 6th in 1971 to 9th in 1981 and Karnataka from 9th to 11th. Was it due to comparative neglect implicit in lower allocation of resources by the Centre or failure of the State Government to assign due importance and to initiate necessary action for the spread of literacy ?

About Delhi, the study recommended that "the administration may adopt some special measures for improving the literacy status of the incoming ruralites. It is necessary to introduce special literacy programmes for the poor slum dwellers who do not realise the contribution that education can make in providing skills and opportunities for jobs and in increasing the quality of life.

The study has concluded, "the failure to contain the illiterate population is likely to increase regional disparities and adversely affect the forces of national integration.

The study also revealed that the percentage of increase in non-literate population among the age-group 15+ and 5-14 was not significant. This clearly shows the failure of planning and implementation in the field of education. The Government and the people must make concerted efforts to eliminate these stagnating trends, otherwise developmental efforts would not yield the expected dividends.

The study suggests that the low literacy rate in the Union Territories of Arunachal Pradesh and Dadra Nagar Haveli deserves immediate attention. It also suggests that the experiences gained and lessons derived from the literacy campaigns in Kerala and Lakshadweep may be utilised.

The study emphasises the need for immediate attention of the planners for an in-depth analysis of the problems and for finding out ways and means for reaching cent per cent literacy, otherwise, the development inputs provided through plans will fail to generate the planned benefits.

The book provides an interesting, informative and instructive reading for all those responsible for organising

(Contd. on page 32)

Nehru Literacy Award for 1985 Announced

Dr. S.C. Dutta has been awarded the 1985 Nehru Literacy Award of the Indian Adult Education Association for his outstanding contribution to the promotion and development of adult education in the country.

Dr. Dutta was founder-Chairman of the Asian South Pacific Bureau of Adult Education from 1964 to 1976; was founding Secretary of the Indian University Association for Continuing Education and Hony. General Secretary of Indian Adult Education Association for 22 years. He edited the Indian Journal of Adult Education for several years.

Dr. Dutta was Unesco Consultant to Asian Regional Conference in Saigon in 1962 and Sydney in 1964. He has participated in all important national and international conferences on Adult Education including Asian Ministers Conference convened by Unesco at Colombo in 1979 and Bangkok in 1985.

During his forty five years' voluntary service to the cause of adult education, Dr. Dutta has given form and content to adult education movement in India and the Asian Pacific Region.

He is a prolific writer and has written a number of books on various aspects of adult education and has contributed articles to national and international journals.

Training Workshop for Secretaries of National Associations of Asian and Pacific Region

A training workshop for Secretaries of National Associations of Asian and

Pacific Region was organised by International Council for Adult Education (ICAE), Asian South Pacific Bureau of Adult Education (ASPBAE) and Indian Adult Education Association (IAEA) at Surajkund, Haryana (near New Delhi) from September 4-6, 1985.

The participatory residential workshop discussed the following :

- a) the roles and functions of the Secretary of the Association ;
- b) the difficulties experienced in playing these roles ;
- c) management, organisational and development skills needed for effectively playing the roles of a Secretary ;
- d) the relationship of the Secretary with other office-bearers of the Association ; and
- e) difficulties faced in promoting adult and non-formal education in various countries.

13 participants representing the National Associations of Bangladesh, Fiji, Hong Kong, India, Macau, Nepal, Pakistan, Singapore and Sri Lanka attended the workshop.

Celebration of International Literacy Day and 21st Birth Anniversary of ASPBAE

The joint function to celebrate the International Literacy Day and the 21st birth anniversary of Asian South Pacific Bureau of Adult Education (ASPBAE) was held on September 8, 1985 at the Mavalankar Hall, New Delhi.

Dr. Prem Kirpal, former Chairman of Unesco Executive Board and former Education Secretary was the Chief Guest and Hon'ble Shri Kulanand Bharti, Ex-

ecutive Councillor (Education), Delhi Administration presided.

Dr. S.C. Dutta in his capacity as the Founding Chairman of ASPBAE welcomed the Chief Guest, Shri Kulanand Bharti and other distinguished educationists, administrators and freedom fighters. He also welcomed the participants from foreign countries—Australia, Bangladesh, Bhutan, China, Fiji, Hong Kong, Korea, Malaysia, Macau, Nepal, Nigeria, Pakistan, Philippines, Singapore Sri Lanka and Thailand. He also welcomed the representative of DVV Dr. Wolfgang Leumer. Narrating his experience about the difficulties faced in building up the Bureau he expressed the hope that having come of age the Bureau is poised to undertake programmes and initiatives which will have a much larger impact than it had hitherto made in the Asian Pacific region.

The President of the Indian Adult Education Association, Barrister M.G. Mane welcomed the participants and foreign visitors and expressed the hope that they would find their stay in the country worthwhile. He narrated the growth and development of the Association since 1939 and expressed the hope that the effort of the Association to assist its neighbouring countries in the promotion and development of Adult Education in this region would bear fruits. He offered the neighbouring countries all cooperation and support in their task.

Explaining the various programmes that the Association has undertaken for the removal of poverty and inequality, Barrister Mane said that the Association had established as a memorial and tribute to the most outstanding thinker and practical leader Jawaharlal Nehru an Award named as 'Nehru Literacy Award'. The 1985 Nehru Literacy Award

has been awarded to Dr. S.C. Dutta for his outstanding and meritorious contribution to the cause of Adult Education not only in India but other developing countries also.

Dr. Prem Kirpal before delivering his address released the book 'ASPBAE Comes of Age'.

In his address, Dr. Kirpal highlighted the importance of Adult Education specially in developing countries. He expressed the hope that the members of ASPBAE will work hard to make Adult Education a normal provision of educational endeavours in their respective countries. He said that adult education programme will succeed if literacy is combined with skill and knowledge to enable the learner to improve his or her job prospects. Education, he said, is a way of his life—and not merely teaching with rules and system—which can transform society. He said in the field of adult education we have reached a stage when we can't merely think of establishing institutions, will have to approach our goal in entirety with all—teachers and all others—striving towards education which is based on functional literacy and cultural renaissance. We have to make the entire society participate in education and if we can make our society aware of the importance of education it would be our highest achievement, he said.

Shri K. C. Pant, Union Education Minister in his message on International Literacy Day called for multipronged strategies to achieve cent per cent literacy in the age-group 15-35 by 1990. Mr. Pant said that the magnitude of illiteracy in the country was quite high and was a serious handicap in the country's socio-economic development. The Government proposed to expand

the scope of adult education programme by involving all educated sections of society, he said.

Mr. Pant appealed to State Governments, Voluntary Organisations and educational institutions to launch a mass campaign to eradicate illiteracy.

The UPSC Chairman, Dr. Madhuri R. Shah in a message said that programme for the eradication of illiteracy should be an integral part of all our developmental activities. Population Education, Environmental Education and Workers Education can only be successful if literacy education becomes an essential component of these programmes.

Hon'ble Shri Kulanand Bharti in his presidential address stressed the need of eradication of illiteracy and urged the people to work for the poor and down-trodden. He said, about 2000 Adult Education Centres are likely to be started during the course of this year in resettlement colonies and rural areas of Delhi. Calling upon adult educators to derive inspiration from our Prime Minister's efforts to reach the far flung areas, he said *Shiksha Daan* is the greatest *Daan* (Charity) and urged all those present to take pledge to make at least one person literate. This, he said, would at least take us near to our goal even if we do not achieve it fully.

Mr. Lim Hoy Pick, Chairman, ASPBAE Region III also addressed the meeting.

Dr. W.M.K. Wijetunga, Secretary-General, ASPBAE while proposing a vote of thanks to the Chief Guest and others said that ASPBAE was trying to give direction to adult education movement and was trying to initiate countries which have not been able to generate interest in adult education,

into it. Dr. Wijetunga said that ASPBAE was trying to reach its mission by rising above all barriers of race, class and creed.

Shri M.C. Verma, Secretary, Education, Delhi Administration proposed a vote of thanks on behalf of Delhi Administration which had arranged this function in cooperation with voluntary organisations in the city.

Shri J.C. Saxena, Hony. General Secretary, IAEA thanked the Delhi Administration, ASPBAE and all those who cooperated in making the function a success.

Later a skit about women's literacy was enacted by students of Lady Irwin College highlighting their experience of working in villages and effectiveness of each one teach one method. The programme concluded with a puppet show pointing out the advantages of being literate and educated, presented by the Song and Drama Division, Ministry of Information and Broadcasting, Government of India.

Asian Pacific Seminar on the 'Role of Adult Education and Mass Media for Civic Education'

The five-day Asian Pacific Seminar on the "Role of Adult Education and Mass Media for Civic Education" which concluded in New Delhi on September 14, 1985 stressed that the problem of Adult Education should be viewed from the angle of human resource development and all necessary inter-departmental links should be developed.

The Seminar hoped that adult education will be able to bring about the necessary attitudinal changes, enabling the poor and disadvantaged sections to organise themselves in order to improve

their own lot, to receive justice and to reduce disparities.

The Seminar recommended that mass programmes of adult education can create the necessary motivation enabling people to become not only functionally literate but also learn the necessary skills, take advantage of the scientific and technological developments and to improve their productivity and living standards.

In order to improve the quality of life and standard of living of disadvantaged people it is essential that the citizens are made aware of their rights and responsibilities as enshrined in the constitution of their countries. But, in order to do this people should be provided knowledge about their civic, political, economic, cultural and social rights along with responsibilities.

The Seminar suggested the use of traditional and folk media drama and comics to give civic education to the people. It also suggested that distance education should also be tried.

The Seminar called upon Unesco, ASPBAE and other international organisations to give more attention to arouse awareness for civic education in the region.

The Seminar recommended that removal of inequality, injustice, poverty and exploitation and promotion of awareness, social justice, international understanding could be the major concern of civic education programmes.

The Seminar jointly organised by Unesco, Regional Office of Education for Asia and the Pacific (ROEAP), Bangkok, Asian South Pacific Bureau of Adult Education (ASPBAE) and Indian Adult Education Association (IAEA) was attended by over 100 delegates from 17 countries in the region i.e.

Australia, Bangladesh, Bhutan, China, Fiji, Hong Kong, India, Korea, Malaysia, Macau, Nepal, Pakistan, Philippines, Singapore, Sri Lanka, Thailand and West Germany.

'Inaugurating the Seminar, Dr. A.T. Ariyaratne, Chairman, ASPBAE and a noted Sarvodaya Leader from Sri Lanka said that we are confronted with two main problems i.e. poverty and violence. In such a situation, he said, we have to question everything. Every human being, Dr. Ariyaratne said, has a moral and legal right to intervene and tell those in authority that awakening of the individual's personality is the answer to our problems. He said we have created big institutions but the common human being has been ignored. He further said it would perhaps not be correct to talk of first, second and third worlds for there are people who are living first world life in third world countries and there are many others in the first world countries who are leading third world life. Hailing our age-old principle and goal of life—Sat-Chit-Ananda (meaning truth-advancement of mental faculties-and joy of life) he said we have to create a state in which every human being would participate in deciding the type of life he or she would like to live. Dr. Ariyaratne said we as adult educators have to persuade the makers of opinion—the media—to uphold the goal of development of mind and life of joy for all.

Mr. T.M. Sakya, Educational Adviser, ROEAP said that the mass media today was playing an increasingly important role in inculcating civic education.

The weaknesses in some countries' primary education programmes have resulted in an increase in the number of illiterates.

Most Governments tend to concentrate on formal education policies. It is essential that non-formal adult education programmes be integrated into these policies. And the mass media can play its part through special programmes meant for certain specific target areas. And civic education should be incorporated in these programmes.

He said the Asia and Pacific Region has 3,047 million people—63 per cent of the world's population. And three quarters of the world's illiterate population of 15 years and above live in this region.

According to Mr. Sakya the problem of dropouts is a serious one. According to the available data in some countries the rate of dropouts in primary schools is as high as 80 per cent. The education and training of out-of school children are vitally important, noted Mr. Sakya. Mr. Sakya read out the Message from acting director, UNESCO, ROEAP, Mr. A. Chiba to the Seminar.

Barrister M.G. Mane, President, IAEA in his presidential address said with 50% of our population living below the poverty line, it is our responsibility to reach the people at the lowest level to enable them to solve their own problems and participate in national activities. He said we have to make sure that these people not only receive knowledge but also realise its importance. All sources, he said, should be mobilised to achieve the goals of our adult education programme in the next five years. He said, it is a happy sign that most of the Universities are now getting interested in adult education.

Earlier, Shri J.C. Saxena, Hony.

General Secretary, IAEA welcoming the participants said he was happy that the region had been represented in full strength in the Seminar.

Barrister Mane also presented on the occasion Arnold Hely Memorial Awards to eight people for the promotion and pioneering work done in the field of adult education in Asian Pacific Region. The recipients were: Dr. Helmuth Dolff (Posthumous) of West Germany; Prof. Lim Hoy Pick of Singapore; Dr. A.T. Ariyaratne of Sri Lanka; Mr. A.J.A. Nelson of Australia; Dr. S.C. Dutta of India; Mr. Sman Sanghmali of Thailand; Dr. Chris Duke of Australia; and Prof. Jon Gon Hwang of Korea.

Dr. W.M.K. Wijetunga, Secretary-General, ASPBAE, proposed a vote of thanks. He said it is for the adult educators to see how they can eliminate various types of oppression—social, political, legal etc. He said we may not be able to eliminate it completely but atleast can make a dent into it.

In the first Plenary Session, the country reports on provision in the constitution about civic rights and responsibilities for imparting education were presented. Dr. L.M. Singhvi spoke on human rights.

In the second Plenary Session, the sub-theme "Adult Education for the Year 2000: Challenges and Prospects" was elucidated by Dr. S.C. Dutta and Mr. Sunthorn Sunanchai. Shri Anand Sarup, Secretary, Ministry of Education, Government of India presided.

The third and fourth Plenary Sessions were presided over by Shri

J. Veera Raghavan, Adviser, (Education) Planning Commission, Government of India and Shri P.K. Patnaik, Joint Secretary, Ministry of Education, Government of India respectively.

The sub-theme "Role of Adult Education for promoting civic rights and responsibilities in general and with specific reference to civic education for disadvantaged section of the population specially women, minorities etc." was elucidated by Mr. Satyen Maitra, Secretary, Bengal Social Service League and Vice-President, IAEA. Shri Anil Bordia, Addl. Secretary, Ministry of Education, Government of India presided.

On the sub-theme "Role of Mass Media for Effective Adult Education and Civic Education" Prof. J.S. Yadava, Professor, Indian Institute of Mass Communication spoke. Dr. (Miss) M.C. Alarcon from Philippines presided.

A Souvenir on the occasion was brought out.

A visit to places of tourist interest in Delhi was arranged for the delegates. Two cultural programmes were also organised by the Song and Drama Division, Ministry of Information and Broadcasting.

Eastern Regional Orientation Training Seminar

The regional orientation training seminar on Adult Education for key-level Functionaries and Office-Bearers of voluntary organisations sponsored by the Indian Adult Education Association and organised by the Bengal Social Service League and the regional

office of the Eastern Zone, IAEA, was held from September 20-27, 1985 at Dhyani Ashram, Kanchowki, a place 18 kms from Calcutta.

Inaugurating the training seminar, the West Bengal Director of Adult Education, Shri D.K. Sen Gupta laid emphasis on more active participation and cooperation between the Government sector and voluntary agencies, without which this programme cannot be implemented in accordance with the philosophy of adult education and meet the target of making literate 8.7 crore adults in the age-group 15-35 by 1990.

Shri S.N. Maitra, Chairman, Eastern Zone and Vice-President, Indian Adult Education Association presided. In his address, he gave details about the programmes and activities of IAEA throughout the country since its inception. He commended the leadership, catalytic and coordinating roles of the Association. He put forward his views on the conceptual framework of Adult Education-Programmes and new focus highlighted in the Seventh Plan, and spoke about the need for organising such training programmes to exchange ideas and experience and foster co-operation among the States of the Eastern Region.

Earlier, Shri S.T. Banerjee, Chief Executive Officer, Bengal Social Service League, welcomed the Chief Guest and the participants. Shri M. Ghosh Dastidar, Course Co-ordinator proposed a vote of thanks.

About 20 participants from seven states and union territories took part in the programme. Among the Resource Persons were Shri Satyen Maitra, Dr.

S.C. Dutta, Shri J.C. Sexena, Dr. K.L. Bhowmik, Shri D.V. Sharma, Dr. J. Basu Roychowdhary and Shri Bijon Chowdhary.

Among the subjects discussed were : philosophy and concept of Adult Education; methodology of teaching adults; central schemes and projects on Adult Education; adult education for women and other weaker sections of the

society; curriculum and material development; designing the training programmes for adult education functionaries; initiating adult education programme in a rural community; management of Adult Education programmes; monitoring and evaluation; post-literacy and follow-up; population education; and linking adult education with development.

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adult education programme at various levels, with the objectives of eradicating illiteracy by 1990 and ensuring growth with social justice for our people and

the country. Administrators and leaders of adult education movement would do well to read it and draw their lesson.

—S.C. Dutta

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Founded in 1939, Indian Adult Education Association, a voluntary organisation, aims at enlarging and improving the content and quality of life through education visualized as a continuous and life-long process. In its earlier days, the Association strove hard to get adult education recognized as an essential component of an alternative development to which man becomes central. This having been recognised, the Association now directs its efforts towards making the programme effective.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It holds conferences and seminars and undertakes surveys and research projects; it endeavours to up-date and sharpen the awareness of its members by bringing to them, from all over the world, expert views on and experiences in adult education. In pursuit of this policy, the Association has instituted the Dr. Zakir Husain Memorial Lecture, which is delivered every year by an educationist of repute and eminence.

The Association has brought out numerous publications on themes relevant to adult education, including the Hindi-editions of several UNESCO publications. The Indian Journal of Adult Education, a mouthpiece of the Association, is the only one of its kind in the country.

The Association acts as the Indian arm of the International Council for Adult Education, International Federation of Workers' Educational Associations and the Asian-South Pacific Bureau of Adult Education.

Its membership is open to all individuals and institutions who believe in the aims and objectives of the Association.

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