

# Indian Journal of **Adult Education**

Vol. 1 Nos. 1 & 2  
January - March  
&  
April - June, 1991

**The Changing Face of Adult Education**

**Adult Learning**

**Comparative Adult Education**

**Women and Literacy**



**Indian Adult Education Association**

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**Indian Journal of  
Adult Education**

Published every quarter by the Indian Adult Education Association, 17-B, Indraprastha Estate, New Delhi-110002. Phone: 3319282

Contents of the Indian Journal of Adult Education are indexed in the Current Index to Journals in Education, New York, and the Guide to Indian Periodical Literature, Gurgaon.

ISSN 0019—5006

Subscription

Rs. 40.00 p.a. within India; U.S. \$ 15.00 p.a. overseas, Single Copy Rs. 12.00; US \$ 4.00.

Advertisement rates: full page—Rs. 1000; half page—Rs. 600.

Cover Design : N.N. Sarkar, Indian Institute of Mass Communication, New Delhi.

Printed and published by J.L. Sachdeva for Indian Adult Education Association, 17-B Indraprastha Estate, New Delhi-110002. Printed at Vashist Printing Service, Bhajanpura, Delhi-110053.

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The Indian Journal of Adult Education, first published in 1939, is brought out now as a quarterly by the Indian Adult Education Association. 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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**OUR CONTRIBUTORS**

**James A Draper** is Professor of Adult Education, Ontario Institute for Studies in Education, Toronto, Ontario, Canada.

**S. Y. Shah** is Assistant Director, Adult, Continuing Education and Extension Unit, Jawaharlal Nehru University (JNU), New Delhi.

**Mike Richardson** is Associate Professor of Educational Administration, **Jack Flanigan** is Associate Professor and Coordinator of Educational Administration, Clemson University, Clemson, SC, USA and **Robert Prickett** is Assistant Professor and Coordinator of Educational Administration, Western Kentucky University, Bowling Green, KY, USA.

**Alexander N. Charters** is Emeritus Professor of Adult Education, Syracuse University, NY, USA.

**Anita Dighe** is Director, Adult, Continuing Education and Extension Unit, JNU, New Delhi.

**M. C. Paul** is Project Officer, Adult, Continuing Education and Extension Unit, JNU, New Delhi.

**Adele Jones** is from Department of Education, School of Humanities, University of the South Pacific, Suva, Fiji.

**B. Krishna Reddy** and **P. V. Subba Reddy** are Research Fellow and Associate Programme Coordinator respectively, State Resource Centre, Literacy House, Andhra Mahila Sabha, Hyderabad.

**Kunda Supekar** is Programme Coordinator, SRC (Madhya Pradesh) Indore and **Archana Bajpayee** and **Ritu Sharma** are also from the same SRC.

**Dhiraj Gosai** is Programme Executive, All India Radio, Ahmedabad.

**Xavier Sebastian**, Kochedattu, Kanjirathanam, PO; Kottayam (Dt.) Kerala.

**G. Goyal** is Associate Professor, Department of Home Science Education and Extension, College of Home Science, Punjab Agricultural University, Ludhiana, and **Deepa Raman** is an ex-post graduate student of the same Department.

**Mewa Singh Chahal** is from Department of Education and Community Service, Punjabi University, Patiala, and **Amrit Kaur** is Professor and Dean, Faculty of Education in the same University.

**B. B. Mohanty** is Professor and Head, Department of Audio-Visual Communication, Indian Institute of Mass Communication, New Delhi.

## Editorial

The literacy rate for India, according to the 1991 Census, is 52.11 per cent-63.86 per cent for males and 39.42 for females. There has been an increase in the literacy rates during the decade 1981-1991, crossing the 50 per cent mark. To quote the Census report : "A person who can merely read, but cannot write is not literate. In the last few censuses of India, children below five years of age were treated as illiterates. Since ability to read and write with understanding is not ordinarily achieved until one had some schooling or had at least some time to develop these skills, it was felt by the Ministry of Human Resource Development and the Planning Commission that the population aged seven years and above is to be classified as literate or illiterate. In view of this, in the 1991 Census, the question on literacy was canvassed only for population aged seven years and above." The literacy rate for the population aged seven years and above has increased by 8.55 percentage points.

It would be relevant and necessary to look at the absolute figures of literates. This is important, because, although the literacy rates have certainly improved, the total number of illiterates has continued to increase. The Census report reveals that during the decade 1981-91, "the population aged seven years and above has been estimated to have increased

by 140.23 million consisting of 73.13 million males and 67.10 females. During the decade, while 118.13 million persons have become literate, 22.10 million persons have remained illiterate. Of the latter, 5.77 million are males and 16.31 million are females.

Kerala, having the literacy rate of above 91 per cent ranks first in the country in both male and female literacy. Tamil Nadu comes next with a literacy rate of 63.71 per cent. Bihar has the lowest literacy rate of 38.64 per cent, followed very closely by Rajasthan having 38.81 per cent as its literacy rate.

Among the States, with population of 10 million and above, the increase in the literacy rate has been the maximum in Haryana. Among the other States and Union Territories, Daman and Diu has the highest increase in the literacy rate. Female literacy rate has increased faster than male literacy rate in all the States and Union Territories, except Rajasthan, where female literacy still continues to be low, being only 20.84 per cent.

Where do we stand to-day? There are 324.03 million persons aged 7 years and above in the country (126.69 million males and 197.34 million females) who are illiterate. Professor Myron Weiner of the Massachusetts Institute of Technology, USA, has estimated that eighty-two million children between the ages of six and fourteen do not attend school. He observes: "Of those who enter the first grade, only four out of ten complete four years of school, the minimum necessary to achieve literacy. With this extraordinary high drop-out rate, it is no surprise that literacy remains so low." His calculations show that between 1961 and 1981, the total number of adult illiterates in India increased by 5 million per year, from 333 to 437 million! If about 48 per cent of India's people remain illiterate even after forty years of planned development and repeated promises, and when the prospects of achieving the targets in the next couple of decades are bleak, it shows that something is wrong about our educational planning and programme implementation.

What is the remedy? Other developing countries have done far better than India. India can do it, provided we face the realities and proceed with determination and innovative modalities. We have to realise that education is a duty, not merely a right.

J. A. Draper

## *The Changing Face of Adult Education : Personal Reflections on India*

As the Indian Adult Education Association gains from strength to strength I find myself reminiscing on my twenty-five year association with some of the developments of adult education in India. One can only marvel at the changing face of adult education in this vast country. In spite of goals not fully met, in spite of limited resources and unforeseen events, one can only conclude that adult education in India over the last quarter century, but especially in the last decade, is characterized by dynamism, diversity and a committed political will.

My baseline for comparison is 1964. At that time : universities and colleges were only marginally sharing with the general public the vast knowledge that they possessed (with the exception of some agricultural universities); the term "adult education" was synonymous with "adult literacy", a few mass literacy campaigns were highly publicized but these were at regional and not national levels of government; the motivation of adults for literacy education was becoming of primary concern to educators and leaders in governments; a vast human potential for mobilizing educational programmes had yet to be unleashed, especially the potential of university and college students; links between illiteracy and poverty, and literacy and community development were slowly being perceived; there was no strong national political will to squarely face the challenge of illiteracy, poverty and inequality; a few innovative non-government institutions were beginning to have their impact, such as Literacy House in Lucknow and the Bengal Social Service League in Calcutta; the Kothari Commission had yet to produce its monumental report, stating its support for adult education; India itself was but a new modern nation; there were few systems to support the cause and mission of adult education, such as the State Resource Centres and other interconnecting resources which exist today; although India had a long and rich history of the voluntary sector, few were working in the areas of literacy and development; the population of the country was estimated to be just over 500 million and questions about the correlation

between population and development were yet to be seriously raised; and lastly, there was no university discipline of adult education, that is, a field study which was characterized, like other disciplines, with research and teaching. What was clearly evident in 1964, however, was the great potential of the country and its leaders to face the challenges of its any social and economic problems. It is the unleashing of this potential which is one of the most noticeable achievements over the past twenty-five years.

Of necessity, I have been selective in my reflections, from the time that I joined the ranks of the University of Rajasthan in 1964. Although my contact with adult education since then has been sporadic, it is characterized by intensity, richness and personal growth. In the ten times I have lived, travelled and done research in India, I have always come as a learner. India has been one of my greatest teachers. In this short essay, I have chosen a few theme areas only to illustrate some of the changes that I perceive in Indian adult education over the past quarter of a century.

### **The Changing Meaning of Adult Education**

The meaning of the term "adult education" has changed drastically in the past few years, from being synonymous with adult illiteracy to a term with broader connotations. In its broadest sense, the concept "adult education" refers to any programme which sets out to facilitate an adult's learning. "Education" is planned and therefore intentional learning whose goal is to bring about an acquisition of knowledge, skills and attitudes in individuals. It can be seen, therefore, that this would apply to programmes planned and implemented by the Administrative Staff College in Hyderabad, the Indian army, professional pre-service and in-service training of all kinds, the training of farmers and other workers, or a village literacy programme.

The definition of "adult education" is not limited to an individual's previous education, or to the knowledge or skills or attitudes to be learned, or to the place or location in which learning occurs. Furthermore, "adult education" is a generic term with two kinds of meanings. On the one hand, one can speak of the practice of adult education, meaning all those educational programmes intended for adults. On the other hand, it refers to a *field of study*, a discipline within the social sciences, a focus of university teaching and research. Just as 'learning' supersedes 'education', education encompasses training and literacy education. This expanded meaning of the term "adult education" is in keeping with a changing international meaning as well, and has helped to put literacy and other educational programmes in perspective. The ramifications of this change in concept are far reaching.

### **Changing Perceptions of Learners**

Previously, the 'learners' for whom programmes were planned were often limited to those who were less fortunate, the illiterate, workers and farmers, and those who were perceived by others to "need education." Today, it is now recognized that all those who are in anyway associated with an educational programme are learners: the planners, the evaluators, the teachers and the 'students'. One implication of this is that each person sees himself as a learner. Hence, each is more open to learning from the experiences of others. This attitude also helps to equalize the relationship between 'teacher' and 'student'. Both now realize that each has something to teach and to learn from the other. It also means that the experiences of all learners are to be realized and taken seriously, thus reemphasizing one of the principles that guides adult education, that is, that an educational programme begins with the experiences of the learners.

As a further indicator that "student-learners" are more valued and respected, one also acknowledges today that being illiterate is not the same as being ignorant or unlearned or uneducated. Those who are illiterate may be uninformed about something or unschooled but they have always been learners.

### **Changing Vocabulary, Changing Perceptions**

The words one uses frequently express values and intentions which influence educational programmes. It is evident that the purpose of education transcends the imparting of subject matter. Reference has already been made to the learning of attitudes and values as well. Increasingly in adult education, one also speaks today of education for purposes of enlightenment, liberation, empowerment, and creating greater individual independency. These ideas also reinforce the concept and personal practice of "lifelong learning." People have always been lifelong learners but now this idea is acknowledged and reinforced in a number of ways.

Today we also speak of 'authentic development' or comprehensive and integrated development, meaning that development must be truthfully approached and the development that is to occur, whether within individuals or communities, must be holistic. Development is not to be fragmented but needs to account for the complexity and interrelationships which make up the whole individual or community. In one of its publications, the World Bank (1980) refers to "quantitative educational development" and "qualitative educational development" Earlier programmes frequently focussed only on the former meaning. Many other examples could be given of the

changes in words and meanings that are influencing present day educational programmes for adults.

### **Perceiving Connections**

It is also evident today that much of what is practiced and thought about in adult education is perceived within a larger interconnecting context. For example, many social, educational and economic issues which influence educational programmes are also the concerns of a vast and varied regional and international network, including the ASPBAE (Asian South-Pacific Bureau of Adult Education) the ICAE (International Council for Adult Education) and the newly formed CAETA (Commonwealth Association for the Education and Training of Adults). All of these and many more organizations strengthen the solidarity of adult education and enhances the sharing of ideas. Such networking also helps to globalize regional concerns for education.

Other connections are also evident in the growing and changing face of adult education. One can now see more clearly, for example, the linkages: between individual and national development; between the education of the parent and the child and the resultant influence this may have on the child remaining in school; between the influence that one's concept of self has on attitudes about and performance in educational programmes. The success of educational programmes are often determined by the linkages the educator and the 'student-learners' make, for example, between literacy and agriculture, between fresh drinking water and health, between health and quality of life. A competent adult educator is one who can see and understand such linkages.

### **The Complexity of Literacy**

Literacy programmes are very complex and this has been increasingly recognized over the years. A literacy programme goes beyond the act of teaching. The process also includes the training of teachers and administrators, the production and dissemination of materials, research and evaluation, and a follow-up programme (Draper, 1987). It was the absence of the latter, for instance, that often limited the long-range effectiveness of some mass literacy programmes. There is also much more clarity today about "literacy for whom?" and "for what?" There is seldom a singular response to these and many other related questions.

The concept of "literacy" has also changed dramatically over the years. At one time, becoming literate was believed to have an innate value of its own. Somehow, being able to read and write was a good thing. With

this approach, the content of what was read or even written had little importance. Later, the concept of literacy for work was introduced, followed by the term "functional literacy." Here the content became important for it was intended to relate to the daily life of the learner. "Literacy" now goes beyond learning to read and write. Today, we now also speak of literacy for consciousness-raising, for critical thinking, for justice and for empowerment. If there was one answer to the question: Literacy for what? one might argue that it is for "empowerment," But then, so too is the intent of all education.

### **Outcome and Process**

In the past, the process of learning or the process of an educational programme was not always valued. In addition, the perceived outcome of an educational programme was seen to be synonymous with, or closely tied to specific methods of teaching, to the use of particular educational materials, or even to the place where the programme took place, such as a classroom. The outcome of a programme is quality teaching and learning but there are a variety of ways to achieve this. In one sense, the "process" is the journey of the learning. It too must be valued: by pausing to listen, to reflect and to enjoy, the process can offer some deep meaning for learning. Arriving at an educational point of time is not to be overemphasized to the detriment of process. Seeking alternative approaches to learning and building in degrees of flexibility in an educational programme will enhance the learning sojourn.

### **Motivation**

"How to motivate others to learn?" is perhaps the wrong question to ask. A broader question is: How can we plan together in order to create relevant and meaningful learning programmes? Blaming people for not attending an educational programme which was conceived and planned by someone who thinks they know what someone else should learn, often says more about the planner than the intended learner. People are much more apt to participate in education if they are consulted, allowed to participate as equals, and are able to influence decisions about "what" people will learn but also "how" and "where." Today, much more is understood about the psychological and social complexity of motivation. Furthermore it is also realized more today that to understand motivation is to understand the learning process itself (Barer-Stein, 1987). What distinguishes adult educators from others is that the former have an understanding of the process and know how to apply this to themselves and in their work with others.

**Communication**

In reflecting on the changes that have occurred in India over the past couple of decades, one can observe that more attention is paid to the means by which one will attempt to communicate as well as the context within which it is to occur. For example, the educator's planning partners are more involved today in planning educational programmes. As one articulates the purposes of a programme, one also considers the means by which the intended communication will occur. The method needs to be compatible with the values and the culture of the majority of those involved in the learning. Cross-cultural sensitivity is increasingly evident in adult education. The culture of the learners will determine the symbols and the illustrations that will be used in an educational programme. Today, one can observe the uses of the rich traditions of folk theatre, puppetry, drama, song and music as different means of teaching and communicating. Similarly the "context," meaning the location or environment where learning is intended to take place, needs to be varied and is determined by the wishes of the dominant group of learners.

**Generic Content in Training Programmes**

Training programmes are intended to produce competent specialists, responsible leaders and effective communicators. In earlier days, one might have observed that, primarily, training programmes focussed on imparting a specialized body of knowledge or skills. Presently, it is increasingly realized that there is also a great deal of essential "generic content" which are appropriate for any training programme. "Generic content" which needs to be taught in all training programmes would include: an understanding of the learning process itself and how motivation fits into this process; a realization that regardless of the subject matter to be taught, one is also teaching attitudes and values, including attitudes about learning and attitudes about oneself as a learner; the art of communication (listening, observing, presenting); the teaching of concepts such as "continuous learning" and "self-directed learning." The adult educator is one who understands and practices this generic content. Increasingly today, one can notice the introduction of these generic topics into training programmes.

**Supporting Structures for Education**

Perhaps one of the most noticeable and dramatic changes which have occurred in the practice of adult education in recent years is the development of the state resource centres and other systems to support the work of literacy and other adult education programmes in India. This of course

has come about because of a concerted effort and commitment from the government to prioritize literacy education. It is well known in the field of adult education that the success of a programme greatly depends on the infrastructure, at all levels, that is created and funded to support such programmes. The support which is now available is commendable, even though educators might wish for more. In the last decade, and especially the years 1978 and 1986, one is able to see clearly a marked increase in the political will that is required to deal with specific social issues such as adult illiteracy.

Today, support for adult education is evident in a number of ways. Reference has already been made to the political, financial and moral support which is necessary to nourish adult educational programmes. Given the complexity of any national programme such as the literacy one in India, one must acknowledge the many efforts that make it possible for people to take part initially in these programmes, quite apart from the support that is required to sustain the participation of adults. Examples of this concerted support would include: the availability of mobile creches, for instance on construction sites, so that women workers especially may take part in literacy and others relevant educational programmes; the use of technology and the media, such as T.V, radio and film; the influence and role played by the press in India; the continuing use of traditional folk media for educational purposes; the general mobilization of youth and especially the greater involvement of university and college students, through the NSS and other structures, in supporting literacy and development; the interdisciplinary commitment to literacy, from various social science disciplines especially, quite apart from the increasing commitment from the private sector, including business and industry; a greater identification with international networks in supporting literacy work in India, such as Unicef, Unesco, WHO, and World Literacy of Canada; the increased involvement of universities, colleges and other publicly supported institutions in serving the cause of literacy and social development; the efforts of agencies to coordinate their activities and cooperate with each other; the increase in the number of income-generating projects linked to literacy education, all of which attempt to meet both the literacy and economic needs of adults; the continuing but also increased involvement in literacy of grass roots voluntary agencies; and finally, the focus on utilizing local resources, both people and material resources in the support of adult education programmes. This list is not a complete one of course but what it illustrates is that compared to past years, adult education is now a dynamic movement on a national scale. Because of their involvement in adult education, the faces of colleges and universities especially are changing. To become involved in a process of social change requires individuals and institutions to also change.

**Re-searching and Valuing**

Needless to say, research and evaluation are an integral part of any serious educational programme. It is very evident today that research is more prevalent in adult education programmes. One need only examine the Indian Journal of Adult Education to notice an increase in the number of research articles. In addition, attitudes toward evaluation and research have changed over the years. Today, there is much more formative or continuous evaluation being conducted in educational programmes, in addition to the terminal evaluation which is still required. Furthermore, the idea and practice of participatory research is also evident, whereby local people, workers and many other lay persons, are involved in the process of identifying an issue or a problem, collecting and interpreting information and developing a collective plan of action. In order to be effective, research and evaluation needs to be flexible and meaningful to people other than researchers,

Research and evaluation are part of the larger learning process. That is, we undertake these activities in order to learn, to improve the effectiveness of educational programmes, to use resources more efficiently, to improve the relevance of the programmes to the student-learners, and to develop further one's research skills. It is very encouraging to see this increase in field-based research activity in adult education.

**Adult Education as a Social Science**

Previous mention has been made of adult education having two meanings, that is, adult education as a field of practice and adult education as a field of study. The latter meaning refers to adult education as a discipline within the social sciences (Draper, 1989). That is, adult education has its own specialized body of knowledge, its own baseline for theoretical constructions and its own university teaching and research programmes, as do other social sciences. Research is the creation of knowledge, teaching is the dissemination of knowledge. Together, research and teaching make up the core of any discipline.

The first graduate level course in adult education offered in India was in 1965 at the University of Rajasthan. Today, one can observe that there are a number of university masters and doctoral programmes in the discipline of adult education. One might observe, however, that the rapid expansion in the practice of adult education, through literacy and many other programmes, has far exceeded the much slower expansion of graduate study programmes. There is still a limited perception of adult education

as a field of specialized study whose purpose is to do research as well as train mature adult educators for more senior posts in some specialized area within the field of adult education. In spite of this comment, it is encouraging to see the number of such university programmes that do exist.

### **Adult Educators or Educators of Adults?**

Making a distinction between these two meanings emphasizes again that adult education is a field of specialized study. Today there is a large cadre of people who are working educationally with adults. These might be people who are employed by any number of government departments, health or agriculture workers, people in industry, the military, those responsible for staff development or in-service training of professionals such as nurses, engineers, teachers, or people working with some occupational group such as fishermen or factory workers. In order to accomplish their task, an educational and learning process must occur, that is; someone needs to learn something. In this sense, all of these people are involved in the education of adults. They are subject matter specialists in their own field but they are likely, not to be people that are familiar with the literature in the field of education, few will belong to a professional adult education association, and a few only may understand the theoretical base for their educational work. On the other hand, adult educators will be conversant with the literature, the research and the theory in adult education and are committed to supporting a professional adult education association. In India, more than ever before, both of these groups of educators (educators of adults and adult educators) are growing and this is highly encouraging. One must be clear though about what distinguishes these two groups.

Increasingly, the unique and valuable contributions which adult educators can give educators of adults and to the development process becomes evident. Adult educators are becoming clearer about the contribution they can make through their own specialized field of study. One can cite any number of examples to illustrate this point.

### **Learning : The Essence of Adult Education**

It becomes obvious from all that has been said thus far that understanding the learning process and facilitating learning, for others and oneself, is the essence of all that adult education is and stands for. Adult education's major contribution to individual, community and national development is through an understanding of the learning process. Everything then flows from this, for it is upon this process that one organizes and evaluates educational programmes for adults. From the process comes an under-

standing of motivation, participation, commitment, relevancy and change. When reflecting over the past years, one must conclude that there is a greater understanding in adult education of the content, contribution and place of the learning process.

### **Closing Reflections**

The last quarter century has brought monumental changes in adult education in India. One must commend various levels of government, the University Grants Commission, voluntary agencies, and a host of other organizations for their increasing commitment to supporting the work of adult education. From the experience and research in adult education, educators and others are now able to minimize the many political, social, economic and psychological barriers that prevent adults from participating in education. Whereas the concept of "distance" has traditionally referred to geographical distance, we now can appreciate the reality of "psychological" and "social" distancing as well. One of the challenges of adult education is to overcome all barriers to participation.

More government departments are accepting their mandate in adult education. Increasingly these departments as well as the voluntary and private sectors in society will be hiring trained adult educators as employees and advisors. The first step to learning is an aroused curiosity or the awareness of a need and this leads to selective programmes which are dedicated to the transformation of individuals, communities and societies through learning.

From these few examples and observations, one can conclude that much is changing in the country as a result of adult education. Adult education is permeating almost every corner of society and is becoming a social force in changing society itself. Indeed, there is a movement underway and it is gaining in momentum. On reflection, the major conclusion one can draw is that adult education in India has indeed come of age.

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S Y. Shah

*The Training of Adult Educators  
and the University System in India :  
Themes, Techniques, and Issues*

The university system in India is one of the largest in the world with a variety of educational institutions scattered all over the country. The majority of them are primarily involved in teaching and research though some are also undertaking extension activities like organization of occasional semi-

nars, public lectures, conferences and seminars. The concept of extension as a process of taking up important issues of the local community or imparting relevant training in different skills to the members of the community hardly seems to have taken roots in majority of Indian universities, though to a certain extent the departments of Social Work, Home Science, Agriculture, Teacher Training and Community Medicine do undertake a variety of extension programmes. Outside the university system there are a number of specialised institutions/centres—both governmental and non-government—like the National Institute of Educational Planning and Administration (NIEPA), Indian Institute of Public Administration, Directorate of Adult Education (DAE), Literacy House, State Resource Centres (in different states), Astha, Society for Participatory Research in Asia (PRIA), Seva Mandir, Bengal Social Service League which are engaged in a variety of extension and training programmes in the fields of health, education, agriculture and rural development. The duration, contents and methodology of extension and training programmes conducted by different agencies vary to a great extent depending upon the prevalent policies and availability of resources. Adult educators in India have emerged as key extension workers at the grass root level, hence, their training is viewed as an important function of different developmental agencies, training institutions and universities

### **Origins**

The origins of training of adult educators as an important function of Indian universities may be traced to the policy of University Grants Commission (UGC) proclaimed in 1977 and the launching of the National Adult Education Programme (NAEP) in 1978. Although UGC did realise in 1977 the importance of extension (which included the component of training) as the third dimension of higher education and widely circulated the new policy document amongst all the institutions of higher education in India, in the absence of specific guidelines and supportive grants no university did plan any extension programme. The opportunity, however, came in the next year when the Government of India launched the NAEP and the UGC provided liberal grants and clear guidelines to the universities to initiate adult, continuing education and extension programmes. In the beginning there were very limited opportunities for the university adult educators to get trained. Though a few university adult educators were associated with the development of a Handbook on the Training of Adult Education Functionaries, and had developed sufficient expertise in training, the rest had limited avenues for getting trained mainly through the participation in some of the orientation or training programmes organised by the

governmental organisations like the DAE, Literacy House, or NIEPA. When the university Departments of Adult Education started the process of organizing training programmes for adult educators, they were of short duration and were meant for junior level functionaries like programme officers, supervisors and instructors. Training was, however, one of the "weakest aspect" of the university adult education programme during 1978-82. With the gradual expansion of adult education programme in Indian Universities and as a result of the critical comments made by the Review Committee of the National Adult Education Programme as well as the UGC Working Group on Point No. 16 of the 20-point programme of the Government of India and also due to the findings of several evaluation studies on the National Adult Education Programme, the UGC did realise the importance of strengthening the component of training and improving its quality. It constituted a committee in 1983 to chalk out the details of academic and administrative aspects related to the organization of training programmes. In 1985, the UGC committee came out with a comprehensive training manual and since then, UGC has been funding a number of orientation or training programmes for the different categories of university adult educators. Though in recent times some of the innovative university adult educators have accepted the participatory method of training designed by the Directorate of Adult Education, the bulk of the Indian universities continue to rely on the traditional model developed by UGC. In spite of the several lacunae noted in the 1985 training package, so far, no attempt has been made to systematically review the contents and methodology, or study the impact of the training programmes organized by different universities. As observed in the Report of the Review Committee (1987): "Training of functionaries continues to be a weak link in the programme... The overall situation in respect of its quality is not satisfactory... With peripheral training, the staff members at the university level do not discharge their functions efficiently". How to strengthen the training component of adult education programme seems to be an important concern of professional adult educators in India.

Any exercise aimed at improving the quality of the training component of adult education programme calls for a proper assessment of the needs and background of adult educators, a comprehensive survey of resources and a thorough review of the prevalent training package. Are the objectives of different training programmes well defined and formulated? Are the resources adequate to achieve the objectives of training programmes? Are the adult educators interested in training at all? What are the issues in

planning and management of training programmes for the adult educators? Since the UGC training manual has visualised different types of training programmes for different levels of adult education functionaries and has suggested varied contents for each one of them to be covered within a duration ranging from 20-100 hours, it would be a stupendous task to cover the entire gamut of training of adult educators in a single paper. Hence, the scope of this article is limited to the study of different aspects of the training programme of one category of functionaries—the master trainers, viz., Directors, Assistant Directors and Coordinators of the Departments of Adult Education in Indian Universities. Though UGC has been funding on an average four to six national and regional training programmes for the master trainers (mainly based on the guidelines of the training manual brought out in 1985), these programmes cannot be considered as the programme for training of trainers, for they lack the emphasis on the art and science of training. Neither do they discuss the different training methodologies, nor do they lay emphasis on practical aspects and problems of organization or preparation of training packages. They may at best be considered as excellent orientation programmes for the new entrants to the field of adult education, and participation in such programmes hardly seems to enhance the competence and confidence of the master trainers in planning and management of training programmes. Thus, by examining some of the inherent drawbacks of the present training package, it is possible to highlight the need and importance of strengthening the training of trainers programme by laying more emphasis on the process and frequency.

### **Training package for master trainers**

The UGC training manual has identified three objectives of the training programme for the master trainers. They are : (i) “To acquaint participants with an overview of adult education programme in terms of conceptual and operational aspects ; (ii) To acquaint participants with literacy and development matrix, planning of programmes and their management, monitoring and evaluation and research ; and (iii) to acquaint participants with skills in training methodology”. It is expected that the master trainers would be able to play their role effectively if they possess the skills in organization, administration, material production, mobilisation of resources—material, financial and personnel—, planning, implementation, monitoring, evaluation, andragogy and research. In short, the master trainers are expected to be proficient in academic as well as administrative aspects of the training programme and hence, the training manual suggests the need for giving equal stress on both the aspects.

The master trainers are expected to prepare a schedule of training programmes for six types of functionaries, viz., (1) project officers (2) college principals (in the case of affiliating universities), (3) college teachers-in-charge (in the case of affiliating universities), (4) supervisors, (5) full time instructors and (6) volunteers of Each-One-Teach-One Programme. Since the training manual has worked out the contents, methodology, duration and budgetary norms for the organization of training programmes for each category, the actual task of the master trainers revolves around the task of coordination. The training manual, however, has provided enough flexibility and freedom to introduce innovatory practices. Not many organizers seem to deviate from the suggested contents or methodology presumably due to the lack of training or lethargy.

The suggested contents of the training programme for the master trainers include an overview of the concept of adult education in India and other countries, programme planning, organizational structure, details of basic, post-literacy and continuing education programmes, andragogical aspects, monitoring and evaluation (see Table 1). All these themes are expected to be covered mainly through group work, field visits and lectures and within a duration of 20 hours spread over 3-4 days. The entire focus of the contents revolves around information and its dissemination. The thrust on developing group dynamics is lacking in the methodology. There is little scope for sharing of experiences or building on the strengths and weaknesses of the participants. A thorough review of the themes and techniques reveals their inadequacy in achieving the basic objective of "acquainting the participants with skills in training methodology", for there is no coverage of the different methods of training or preparation of training packages, in the proposed contents. How can the master trainers, not exposed to different types and aspects of training, be expected to plan and execute successful training programmes ?

TABLE 1

**Contents, Methodology and Approach to Training of Master Trainers**

<i>S. No.</i>	<i>Content</i>	<i>Methodology and Approach</i>	<i>Weightage</i>
1.	Conceptual aspects including an overview of Adult Education in India and other countries	<i>Methodology :</i> Presentation Group work/ participatory Field visits	2 hours
2.	<i>Programme Planning</i>	<i>Materials Support :</i>	
(i)	Agencies, personnel and procedures	—Theme outlines with explanatory notes	1 hour

(ii) Area/Community	—Reference materials	1 hour
(iii) Curriculum, content/techniques (learning materials)	—Area profiles —Agency profiles	1 hour
(iv) Coordination (Resources in AE and other agencies)		1 hour
(v) Management of adult learning environment		2 hours
<b>3. Organisational Structure :</b>		
Government, University, Voluntary sector, SRCs, DRUs		1 hour
<b>4. (i) Literacy : models &amp; centre level organisation</b>		
		1 hour
<b>(ii) Post literacy : models &amp; centre level organisation</b>		
		1 hour
<b>(iii) Continuing Education : Programmes &amp; target populations</b>		
		1 hour
<b>5. Andragogical Aspects :</b>		
(i) Teacher Training including methodology		2 hours
(ii) Learner evaluation		2 hours
<b>6. Monitoring :</b>		
(i) National Level		1 hour
(ii) State Level		1 hour
(iii) Project Level		1 hour
<b>7. Evaluation :</b>		
Short term & long term Research		1 hour
		20 hours

*Source : Training Manual for Adult Education Functionaries, New Delhi : (UGC, 1986). pp 16-17.*

### **Contents**

The proposed contents may be adequate in the ideal setup where the Directors and Assistant Directors would be having sufficient expertise and experience in the field of adult education. But in the Indian context, where

more than half of the Directors and Assistant Directors of the Adult Education Departments do not possess the relevant experience in adult education, there is a greater need for strengthening the contents of the training programmes meant for them. The assumption that the master trainers would be able to play their role effectively if they undergo a one shot training programme of 20 hours duration needs to be re-examined. Although the training manual has stressed the importance of retraining, how often does an adult educator get a chance for retraining? One of the basic reasons for the poor quality of the training of instructors may be traced to the superficial training of the master trainers. Hence it is of utmost significance that UGC should initiate the process of developing an exhaustive programme for the master trainers in Indian universities. There is a need for identifying the potential master trainers in different universities with genuine aptitude and necessary professional competence.

Of the sixty five doctoral dissertations in the field of adult education undertaken during (1946-88), only five have focussed on training and of the 56 evaluation studies conducted on the different aspects of NAEP, none has exclusively examined the training aspect though, this has been covered in some of the studies. While a good deal of literature on training of trainers has been brought out by the International Council for Adult Education, Unesco, and certain universities abroad, little effort has been made by the UGC or any of the Indian universities to adopt or adapt such training packages to meet the requirements of the Indian university system. The universities were by and large kept out of the training of trainers programmes organised by the official agencies like the Directorate of Adult Education and non official agencies like the Society for Participatory Research in Asia. The scope of the National Seminar-cum-Workshop on "Management of Adult Education through Universities" organized by the National Institute of Educational Planning and Administration during 1987-88 also remained limited to mere orientation of university adult educators. In short, there are practically no avenues for the university adult educators of India to develop their training expertise through a training of trainers programme. In this context, if the Indian University system has to strengthen its training of trainers programme, then there is a dire need for closer interaction with the different official and non-official agencies at national and international levels who are actively involved in the organization of training of trainers programme. This process of developing linkages and networking for professional development of adult educators will be expedited if the apex organizations like the UGC or Commonwealth Association for the Education and Training of Adults or International Council for Adult Education, takes the lead.

M. D. Richardson

J. L. Flanigan

R. L. Prickett

## *Adult Learning Theory : Implications for Teachers of Adults*

Educators have historically speculated that learning is a life-long procedure, but few have earnestly thought about the process and how it may differ at various stages in life. A child three years-of-age has a distinct learning pattern from a high school senior, or a non-traditional college student. Until recently, however, the same principles of learning or pedagogy were applied to all learning situations.

Most educators have traditionally known that there were basic differences between adult learners and child learners; however, without an adequate knowledge base, most, instructors elected to disregard the differences, or manage them individually. Three concepts are rudimentary to an understanding of adult learners : (a) adult learners bring exceptional life experiences to the learning situation; (b) the capability of adults to learn does not change, but the frequency of learning may diminish ; and, (c) the adult learner is in a learning circumstance because of personal or professional desire, not compulsion (Houle, 1961).

As reported by Cross (1981), Knowles (1978) and other researchers (Kidd, 1973), the theory of andragogy, or how adults learn, is gaining acceptance as an alternative to the traditional pedagogy, or how children learn.

### **Principles of Andragogy**

Andragogy, taken from the Greek words meaning "leading man, "was coined by Alexander Kapp, a German school teacher. Developed in Europe,

the theory of andragogy is receiving greater attention by adult educators, particularly Malcolm Knowles (McPherson and Lorenz, 1985). Andragogy is a theory about how adults learn, as contrasted with pedagogy which theorizes about how children learn. The adult's need for learning is current, for practical information, and not for delayed gratification. Knowles (1978) listed five basic principles of adult learning theory :

1. Adults are motivated to learn as they experience needs and interests that learning will satisfy; therefore, these are the appropriate starting points for organizing adult learning activities. For example, adults will typically pursue formal coursework only when those courses become meaningful, beneficial, or rewarding to the learner.
2. An adult's orientation to learning is life-centered; therefore, the appropriate units for organizing adult learning are life situations, not subjects. An adult does not place learning in neat little boxes appropriately labeled by subjects. Rather, adults have an interdisciplinary approach to learning based on their needs in life.
3. Experience is the richest resource for adults' learning; therefore, the core methodology of adult education is the analysis of experience.
4. Adults have a deep need to be self-directing; therefore, the role of the teacher of adults is to engage in a process of mutual inquiry with them, rather than to transmit his or her knowledge to them and then evaluate their conformity to it. Adults desire teachers who will direct or channel their thinking in challenging and creative ways. Adults do not cherish teachers who continually lecture or dispense information to be repeated at examination time.
5. Individual differences among people increase with age; therefore, adult education must make optimal provision for differences in style, time, place, and pace of learning. For example, adults do not need teachers who keep them tied with a leash by requiring attendance at all learning activities. Adult learners need consideration from instructors who recognize that adults have life stress to handle. Similarly, adults prefer teachers who comprehend that learning is but one facet of life, not the only one. Therefore, adults demand the opportunity to place priorities on their experiences and make their own determinations about what is important in their life. The diagram below compares the assumptions about learning from the viewpoint of both pedagogy and andragogy.

<i>Assumptions</i>	<i>Andragogy</i>	<i>Pedagogy</i>
<i>Learning Focus</i>	Problem centered	Subject centered
<i>Readiness</i>	Developmental tasks of social roles	Biological and social development
<i>Self-Concept</i>	Increasingly self-directed	Dependent
<i>Time Reference</i>	Immediacy of application	Delayed appl.
<i>Experience</i>	Learners possess rich resources for new learning	Small value

### **Applications of Andragogy**

The implications of this theory about learning are many and varied. To those professionals dealing with adult learners for the first time, a new orientation to teaching and learning may be essential. The traditional pedagogical styles will not function effectively with adult learners (Knox, 1977). To teachers and advisers of older, non-traditional college students the implications are distinct. Adult learners desire concrete, hands-on, functional information for immediate utilization (Loacker, 1986). This is not to imply that adults do not require the philosophic or theoretical bases of knowledge, but rather that they tend to incorporate the information in dissimilar ways.

For professors of graduate level students definite implications should be apparent (Apps, 1981). Adult students want to be active participants in the learning process, not idle spectators of an instructor dispensing information (Long, 1983). Adults do not learn optimally from the age-old lecture method so prevalent in most college classrooms (Bligh, 1972). Rather, they require diversified activities, such as, individual and small group projects, simulations and case studies (Ingalls, 1973). This is not to infer that adult students should teach the class; but the adult learner must participate actively in the learning procedure, and not permitted to become a passive observer (Brookfield, 1986). Consequently, the teacher then becomes the facilitator of learning, rather than merely a dispenser of information (Snyder and Ulmer, 1972).

Although the climate or atmosphere within which adult learning takes place cannot guarantee growth, it is rarely neutral and typically either facilitates or hinders maturation. In an atmosphere where people trust and respect each other, both teacher and adult learner, the inclination for the learner to be defensive diminishes (Shor, 1980). An environment which is informal

and open, where adult learners can share information and ideas and discuss problems of importance to them, is imperative to effective adult learning (Jensen, 1963). There should be a relaxed atmosphere in which the adult learner feels free to experiment with new learning or new techniques and to share ideas with other learners as well as with the instructor. Prescriptive techniques and misused theories impede dynamic adult learning activities which are characterized by flexibility and creativity (Hall, 1975). A supportive climate which encourages adult learners to investigate their inner resources in cooperation with other learners and consultation with the instructor produces professional growth (Knowles, 1984).

Additionally, adult learners are problem-centered learners, not subject-centered. Learning has significance for adult learners when tied to a specific problem they confront, may have seen, or may encounter in the future. Adults are not interested in broad areas or a general liberal arts education. An adult's readiness to learn occurs when learning opportunities are directly applicable to their personal and/or professional lives (Gagne, 1971).

The adult learner has a problem-centered time perspective. Adults view education as a mechanism empowering them to be more competent problem solvers and not as the accumulation of knowledge for utilization in the future (Gibb, 1960). For the adult, learning is a medium to assist them in life, and not as a means to an end (Hostler, 1982). From a developmental perspective, time for reflection, application, and manipulation of ideas is imperative to adult learning (Freire, 1935). Additionally, the adult learner is frequently impatient with instructors, yearning to learn quickly, with aspirations to articulate the learning in Mediate, practical application. Knowles (1978) postulated that

“the assumption is that as an individual matures his readiness to learn is decreasingly the product of his biological development and academic pressure and is increasingly the product of the developmental tasks required of the person for the performance of his evolving social roles . . . The critical implication of this assumption is the importance of timing learning experiences to coincide with the learner's developmental tasks (pp 46-47).”

Finally, educators dealing with adults must build on the experiences of adult learners (Brookfield, 1986). The adult learner is a total composite of their experiences. If professionals working with adults ridicule or overlook the adult learner's experience, the learner perceives personal inadequacy, and the anticipated learning behaviours become unacceptable. For adult education to be effectual, all learning should build on the learner's experiences. Adult

learners convey worthwhile knowledge and perspicacity in the learning environment which can be shared with other learners and teachers. Adult learners have a profusion of experience that can be utilized, if the learning is structured to accommodate the sharing of knowledge.

Knowles (1978) believes that experience is one of the most important concepts of adult learning :

“As an individual matures he accumulates an expanding reservoir of experience that causes him to become an increasingly rich resource for learning, and at the same time provides him with a broadening base from which to relate new leanings. Accordingly, in the technology of andragogy, there is decreasing emphasis on the transmittal techniques of traditional teaching and increasing emphasis on experimental techniques which tap the experience of the learners and involve them in analyzing their experience. The use of lectures, canned audio-visual presentations, and assigned reading tend to fade in favour of discussion, laboratory work, simulation, team projects and other action learning experiences (pp 45 46).”

### **Enhance the Teaching of Adults**

First, instructors of adults must be knowledgeable that adults learn differently from children. Second, instructors must be acquiescent to integrate the concepts of andragogy into future communication with adult learners, particularly in formal education situations. And third, teachers of adult must recognize that learning is a life-long proposition and endeavour to make the concepts of andragogy as significant as the principles of pedagogy (Brookfield, 1986).

Most important, for learning transfer, comprehend that adult learners require opportunities to test the new learning quickly (Perry, 1970). Without immediate feedback activities, where adult learners can practice their recently acquired knowledge or skills, instructors can anticipate minimal influence from the teaching (Joyce and Showers, 1980).

When you practice the concepts of andragogy, your adult learners will thank you !

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Alexander N. Charter s

## *Comparative Adult Education*

This statement describes some of the issues and developments related to the area of comparative adult education (CAE).

The following is a description or definition of CAE :

(a) statements about the theory, principles, methodology and other topics of comparative studies related to adult education, and (b) studies comparing a topic on adult education in two or more situations. A Comparative study needs to extend beyond description

of adult education in two or more situations and/ or a juxtaposition of adult education data. There must be analysis and comparison to identify similarities and dissimilarities. An intranational study is the comparison of a topic in two or more countries. (Comp. Ad. Ed. : An Overview, Charters, p. 11.)

Comparative studies can be at a national level but the interest of the author is at the international level—that is, a comparison of a topic in adult education in two or more countries. This perhaps tentative definition is also used by the Committee on Study and Research in Comparative Adult Education (CSRCAE) which was jointly formed by the International Council of Adult Education (ICAE) and the International Congress of University Adult Education (ICUAE) in 1988. It has 44 members in 19 countries. Alexander N. Charters in chair. The first secretary was Dr. Robert Koepper, State University of New York, College of Environmental Science and Forestry (SUNY) in Syracuse and was succeeded by Professor John Morgan, University of Nottingham, England.

CAE is based on the assumption that educators of adults should and can learn from colleagues in other countries. The purpose, then, of CAE is to assist educators of adults to learn from each other so that they can further enhance the field of adult education and achieve in a greater degree the mission of adult education.

As study and research in comparative adult education are being conducted, it is important to keep in mind that they must contribute to the mission. One description or definition is :

. . . to assist adults to acquire further control of their current circumstances and their future destinies. Control enables adults to participate more intelligently and responsibly in the political, working, social, cultural, family and religious environment of Society; and to improve the quality of their lives. (Comp. Ad. Ed. : State of the Art, Charters and Siddiqui, 1989).

CAE is particularly helpful because it describes the context of a topic in two or more countries and then identifies similarities and dissimilarities. The potential users are thus able to compare the stated contexts with their own and to reflect on the similarities and dissimilarities in order to determine the usefulness. Three options are :

- discard them as inappropriate
- borrow them intact
- or more likely, adapt and modify them for their own use.

A trend seems to be to separate comparative adult education from international education and to recognize CAE as an area of study and research. CAE is then useful for agencies and sponsors which provide learning opportunities Study and Research.

CAE has been identified only recently as an area for study and research. It grew out of Comparative Education (CE). In western societies a Frenchman, Marc Antoine Jullien, is usually referred to as the grandfather of CE. He developed a plan for study of education in several countries. It was translated and was introduced to Anglophones in 1917.

CAE has also to some extent grown out of international education which is used very broadly to include descriptions of a topic of adult education in one country which may be of interest in another country.

The two terms are often used together and thus imply an affinity but also imply a difference. For example, in the United States both terms are used by an International Education Society but which publishes the Comparative Education Review. As previously stated two international adult education organizations, ICAE and ICUAE, recognized the difference by forming CSRCAE.

Publications and conferences on CAE have been recent. Educators of adults who visit other countries have probably made comparisons but the observations have not usually been structured nor published. The World Association for Adult Education was founded in 1929 and there are some references to CAE in its materials.

CAE has been referred to at the International Conferences on Adult Education sponsored by UNESCO : Elsinore (1949), Montreal (1960), Tokyo (1972) Paris (1985). There have been more references as the conferences succeeded each other.

There have been four conferences planned for presentations and discussion on CAE : Exeter, USA (1966); Nordborg, Denmark (1972); Oxford, England (1987); Frascati, Italy (1988). Syracuse University published

the proceedings of the one held at Nordborg. The papers presented at Oxford are in the Adult Education Collections at Syracuse University, as well as other places. The proceedings of the other two have been published by the sponsors.

At the VIIth World Congress on Comparative Education held in Montreal, CSRCAE organized four sessions on Comparative Adult Education. Twelve papers were presented and subsequently published by the University of the District of Columbia.

The developments as reflected in the publications just mentioned and other materials are analyzed and described in *Comparative Adult Education: State of the Arts with Annotated Resource Guide*. (Charters and Siddiqui, 1989).

The number of publications in CAE as noted in the Annotated Resource Guide and in other places, has been increasing. It is suggested also that the quality of study is improving.

### **Methodology**

The topic of methodology of CAE is of continuing concern. In discussions some researchers seem to suggest that these may be a unique methodology for CAE. This author is inclined to think that the principles of quantitative and qualitative research are applicable to all study and research in education. Of course the appropriateness of the techniques and instruments for research may vary with the topics and with the contexts. Research in CAE is subject to the same limitations and constraints as in other areas of research. There may however be opportunities for original and creative research. For example, adult education has given some leadership in the development of participatory research.

The nature of the context of CAE is of concern to researchers. The context of a topic in CAE in other aspects of adult education must be identified. Then it must be identified in the broader aspect of the political/economic/cultural system or milieu. If the variables pertinent to a topic in CAE cannot be identified, then they must clearly be described. This description must consider the actual or probable influences on the methodology of the study as well as the conclusions and generalizations. In some cases the assumptions underlying the context may have an influence on the context.

### **Language**

The issue of language is also noted. There are differences in oral, written and computer languages including hieroglyphics, but also each one may

have differences according to dialects and local usage. The language issue first appears in the data that are available as a basis for CAE. They may be collected in various languages and accordingly must be translated to the language or languages of the researcher. The researcher can then proceed with the analysis and identify similarities and dissimilarities. When the study is completed it may be translated to other languages for use by educators of adults. Some of the subtleties of words and terms may be eluded in this process.

These comments suggest the importance of continuing the study of methodology and a conceptual framework addressed at the first CAE Conference at Exeter.

A further word on language is that comparative adult education recently seems to be focused in the English language. Some activity, for example by CSRCAE to publish abstracts of materials in other languages and by have been to move away from this ethnocentrism.

The recent publication adds more rigor to the study of CAE than a previous study by Charters. The following items characterize the study.

1. The topic was limited to one subject, i.e. landmark programs in western countries. (Similar context).
2. The Program Authors were leading scholars in adult education—all have published extensively—all were fluent in and able to write in English. (Same language).
3. The Program Authors were asked to respond to the same 8 topics on the programs for their country. (Comparable data).
4. The Book Authors used only the data provided by the Program Authors.
5. The similarities and dissimilarities were identified by the Book Authors in each of the 8 topics. The written report includes many of the terms and language used by the Program Authors.

### **Developments**

It may be premature to identify any trends in CAE. However some of the developments suggested in this presentation include:

1. Comparative adult education is being defined as an area separate from international education.
2. The methodology used in comparative adult education is being refined.
3. Study and research in comparative adult education as well as the body of literature is increasing. It is suggested also that the quality of the study and research is improving.
4. Researchers and practitioners in comparative adult education are meeting and networking. Some of this interest has resulted in the CSRCAE.
5. The research reports and other materials are being made accessible to more adult education agencies and educators of adults.

The final statement on *Landmarks in Comparative Adult Education* may be a fitting conclusion to this presentation.

Indeed, if we do not know on whose shoulders we stand, we cannot experience the benefits of the height such shoulders can lend us. In these eight accounts, of major—landmark—programs in eight western nations of the world, may it be found that educators of adults have taken a significant step to raise their own consciousness, to inform their theory and practice, and perhaps even to celebrate the great good fortune of international collegiality. (*Landmarks*, p. 197).

#### **End Notes**

These selected publications are referred to, quoted from, of related to this statement.

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Anita Dighe

## *Women and Literacy—Some Policy Considerations*

The present educational status of a vast majority of Indian women is abysmally low. Despite the fact that some progress has been made, since Independence, in terms of access and reach of the educational system, the situation with regard to women belonging to economically and socially deprived groups is particularly grim.

### **Literacy Statistics**

At the time of Independence, female literacy rate was merely 6% and the total number of female students who were enrolled at all levels of the educational system numbered a little over 4 million. Over the years, however, there has been a steady improvement in the literacy rates as shown in Table 1.

TABLE 1

### **Literacy Rates**

<i>Year</i>	<i>Total</i>	<i>Male</i>	<i>Female</i>
1901	5.35	9.83	0.60
1911	5.92	10.56	1.05
1921	7.16	12.21	1.81
1931	9.50	15.59	2.93
1941	16.10	24.90	7.30
1951	16.67	24.95	7.93
1961	24.02	34.44	12.95
1971	29.45	39.45	18.69
1981 (Excl. Assam)	36.23	46.89	24.82

*Source* : Census of India—1981, Series 1—India, Part-1 of 1981, Provisional Population Totals

But while the literacy rates have gone up, the total number of illiterates have also gone up. Table 2 shows the increase in the absolute num-

bers of illiterates that by 1981 the total number of female illiterates (inclusive of 0-4 age group) had risen from 185 million in 1961 to 214 million in 1971, to 241 million in 1981.

TABLE 2

**Literacy by Sex, Urban Rural classification (all ages including 0-4 years)**

	1961			(in millions) 1971			1981 (excluding Assam)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
<b>Population</b>									
All areas	226.3	212.9	439.2	284.1	264.1	548.2	343.9	321.4	665.3
(a) Rural	183.6	176.8	360.4	225.4	213.7	439.1	260.0	247.6	507.6
(b) Urban	42.7	36.1	78.8	58.7	50.4	189.1	83.9	73.8	157.7
<b>Literate</b>									
All areas	77.9	27.6	105.5	112.1	49.4	161.5	161.3	79.7	214.0
(a) Rural	53.4	15.1	68.5	76.1	28.2	104.3	106.1	44.4	150.5
(b) Urban	24.5	12.5	37.0	36.0	21.2	57.2	55.2	35.3	90.5
<b>Illiterates</b>									
All Areas	148.4	185.4	333.8	172.0	214.7	386.7	182.6	241.7	424.3
(a) Rural	130.2	161.7	291.9	149.3	185.5	334.8	153.9	203.2	357.1
(b) Urban	18.2	23.7	41.9	22.7	29.2	51.9	28.7	38.5	67.2
<b>Percentage of literates</b>									
All Areas	34.5	13.0	24.0	39.5	18.7	29.5	46.9	24.8	36.2
(a) Rural	29.1	8.5	19.0	33.8	13.2	23.7	40.8	17.9	29.6
(b) Urban	57.5	34.5	47.0	61.3	42.1	52.4	65.8	47.8	57.4
<b>Percentage of illiterates</b>									
All Areas	65.5	87.0	76.0	60.5	81.3	70.5	53.1	75.2	63.8
(a) Rural	70.9	91.5	81.10	66.2	86.8	76.3	59.2	82.1	70.4
(b) Urban	42.5	65.5	53.0	38.7	57.9	47.6	34.2	52.2	42.6

On the other hand, if the children in the 0-4 age group are excluded, then the effective literacy rates for females was 28.5%, while for males it was 53.5 per cent. Of the 340.5 million illiterates in India, 200.3 million were

women. Of those, 170.7 million lived in rural areas. In other words, more than half of the total illiterates in India were rural women.

TABLE 3  
**Literates, illiterates (above 5 years) and effective literacy rates  
 (above 5 years) by residence & sex, 1981**

1	<i>Literates</i>			<i>Illiterates</i>			<i>Effective literacy rate (per cent)</i>		
	<i>Persons</i>	<i>Male</i>	<i>Female</i>	<i>Persons</i>	<i>Male</i>	<i>Female</i>	<i>Persons</i>	<i>Male</i>	<i>Female</i>
	2	3	4	5	6	7	8	9	10
Total	241.03	161.29	79.44	340.05	140.24	200.26	41.4%	53.5%	28.5%
Rural	150.52	106.07	44.45	291.55	120.84	170.71	34.0%	46.7%	20.7%
Urban	90.51	55.22	35.29	48.95	19.40	29.55	64.9%	74.0%	54.4%

*Source* : Adapted from Sharma and Reitherford, 1987, *Recent Literacy Trends in India, and Census of India—1981*.

*Note* : Figures in Columns—2-7 are in millions.

In terms of age group, it was the younger males and females that were likely to be more literate than their older counterparts. As shown in Table 4 the female rural literacy rate in the 10-14 age group was 36.4% that progressively declined for higher age groups until it reached 8.6% in the 35 age group.

TABLE 4  
**Gross Literacy Rates (Per cent) by Age, Sex and Residence, 1981**

<i>Age Group</i>	<i>Residence</i>	<i>Persons</i>	<i>(Per cent)</i>	
			<i>Males</i>	<i>Females</i>
1	2	3	4	5
Ages	Total	36.23	46.89	24.82
	Rural	29.65	40.79	17.96
	Urban	57.40	65.83	47.82
10-14 Years	Total	56.59	66.90	44.85
	Rural	50.16	62.42	36.44
	Urban	78.09	82.35	73.39
15-19 Years	Total	55.37	66.12	43.28
	Rural	47.74	60.36	33.66
	Urban	76.68	82.15	70.40
20-24 Years	Total	52.02	66.54	37.18
	Rural	43.11	59.53	27.18
	Urban	74.71	82.93	65.16

25-34 Years	Total	45.10	60.72	28.96
	Rural	36.25	53.06	19.64
	Urban	69.50	80.22	56.98
35 and above	Total	30.18	44.61	14.44
	Rural	23.17	37.96	8.61
	Urban	54.25	69.42	35.91

Source : *Census of India—1981.*

There are regional variations with regard to female literacy. While Kerala had the highest literacy rate in the country (78.9%) and had a rural female literacy rate of 71.9%, among the fourteen most populous states, the four states of Rajasthan (6.4%), Madhya Pradesh (10.5%), Uttar Pradesh (11.1%) and Bihar (11.8%) ranked the lowest in rural female literacy (See Table-5). Interestingly, states that ranked high or low on general literacy rates by and large showed similar rankings for male and female, rural and urban literacy rates (Kurrien, 1988). Despite the large differentials between male and female literacy rates, the correlation between these rates for all states and union territories has been calculated as 0.95 and the correlation between male and female rankings as 0.94 (Sharma and Retherford, 1987).

TABLE 5  
Effective Literacy Rates (5 Year and Above) by Location and Sex for 14 Most Populous States, 1981

(Per cent)					
State	Persons	Male Rural Literacy Rates and Rank	Male Urban Literacy Rates and Rank	Female Rural Literacy Rates and Rank	Female Urban Literacy Rates and Rank
1	2	3	4	5	6
Andhra Pradesh	34.09 (10)	36.74 (12)	69.97 (11)	16.07 (10)	47.2 (11)
Bihar	30.24 (13)	39.61 (11)	70.33 (10)	11.80 (11)	46.0 (12)
Gujarat	49.9 (4)	54.78 (4)	77.49 (4)	27.59 (5)	58.15 (5)
Haryana	41.67 (8)	50.05 (6)	74.04 (6)	17.85 (9)	54.0 (7)
Karnataka	43.94 (7)	48.19 (7)	73.62 (7)	22.65 (7)	54.35 (8)
Kerala	78.92 (1)	83.59 (1)	89.25 (1)	71.89 (1)	79.85 (1)
Madhya Pradesh	32.25 (11)	38.10 (13)	73.11 (9)	10.47 (13)	48.64 (10)
Maharashtra	53.60 (2)	58.60 (2)	80.46 (3)	28.29 (4)	62.22 (2)
Orissa	38.83 (9)	50.41 (5)	73.29 (8)	20.96 (8)	49.13 (9)
Punjab	46.3 (5)	47.38 (8)	68.68 (13)	31.36 (2)	56.74 (6)

Rajasthan	28.39 (14)	34.49 (14)	69.12 (12)	6.41 (14)	39.96 (14)
Tamil Nadu	52.64 ( 3)	57.86 ( 3)	80.94 ( 2)	29.11 ( 3)	60.42 ( 4)
Uttar Pradesh	31.38 (12)	40.56 (10)	62.15 (14)	11.05 (12)	40.99 (13)
West Bengal	46.21 ( 6)	46.98 ( 9)	75.10 ( 5)	25.31 ( 6)	60.64 ( 3)
All India	41.44	46.74	74.00	20.65	54.41

Source : Literacy Rates in *Census of India-1981*

From amongst the 14 most populous states, the major concentration of rural female illiterates is to be found in five states viz., Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh. As Table 6 shows, more than half of the illiterate rural women in the country are to be found in these five states.

TABLE 6

**Rural Female Illiterates In Five Backward States**

States	Total Population of Rural Females	Total Population of Rural Literate Females	Total Population of Rural Illiterate Females
1	2	3	4
Andhra Pradesh	20.36	2.87	17.49
Bihar	30.03	3.05	26.98
Madhya Pradesh	20.33	1.83	18.50
Rajasthan	13.04	.71	12.33
Uttar Pradesh	42.92	4.07	38.55
Total	126.68	12.53	114.15
All India	247.55	44.45	203.10
$\frac{\text{Total}}{\text{All-India}} \times 100$	51.17	28.19	56.20

Source : Figures for rural literate and illiterate females in Sharma and Retherford, 1987. *Recent Literacy Trends in India*.

Note : Figures in millions.

But if an attempt is made to look at the district level literacy statistics, it becomes obvious that even intra-state variations are considerable. Kurrien (1988), shows how of the 373 districts (inclusive of rural populations but exclusive of urban agglomerations) about a third of the districts had a rural female literacy rate of less than 10 per cent and about half less than 15 per cent (see Table 7). Again, the largest number of districts with low rural female literacy rates were concentrated in the 5 states mentioned above. In each of the 26 districts of Rajasthan, more than 90 of the rural female population was illiterate.

TABLE 7

**Distribution of Districts by Rural Female Literacy Rates  
(Per Cent)—1981**

<i>States</i>	0-4%	5%-9%	10%-14%	15%-19%	20%-24%	25%-49%	50%+	TOTAL
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>
Andhra Pradesh	—	9	7	2	2	2	—	22
Bihar	—	15	14	2	—	—	—	31
Gujarat	—	1	1	2	7	8	—	19
Haryana	—	2	4	3	3	—	—	12
Himachal Pradesh	—	—	1	3	3	5	—	12
Jammu and Kashmir	3	8	1	1	1	—	—	14
Karnataka	—	3	4	3	4	5	—	19
Kerala	—	—	—	—	—	1	11	12
Madhya Pradesh	8	21	13	3	—	—	—	45
Maharashtra	—	—	4	2	5	14	—	25
Manipur	—	—	—	—	3	3	—	6
Meghalaya	—	—	—	1	1	3	—	5
Nagaland	—	—	1	—	1	4	1	7
Orissa	—	4	2	4	—	3	—	13
Punjab	—	—	1	2	2	7	—	12
Rajasthan	10	16	—	—	—	—	—	26
Sikkim	—	—	1	2	1	—	—	4
Tamil Nadu	—	—	—	3	6	5	1	15
Tripura	—	—	—	—	1	2	—	3
Uttar Pradesh	6	27	13	6	2	2	—	56
West Bengal	—	—	3	3	5	4	—	15
Total	27	106	70	42	47	68	13	373
	(7.2)	(28.4)	(18.8)	(11.3)	(12.6)	(18.2)	(3.5)	(100)

Source : Percentages computed from figures in *Census of India—1981*.

Yet another important variable to take note of is the literacy levels of Scheduled Castes and Scheduled Tribes. If their literacy rates are disaggregated at the all India level by sex and location then it becomes obvious

that these are lower than the corresponding national figures. Illiteracy is particularly high among the rural women belonging to Scheduled Castes and Scheduled Tribes for more than 90% are illiterate. (See Table 8).

TABLE 8  
Scheduled Castes and Scheduled Tribes Literacy Rates (Per Cent) by Sex and Location, 1981

Category	<i>All-India Male Literacy Rates</i>	<i>All-India Female Literacy Rates</i>	<i>Scheduled Tribe Male Literacy Rates</i>	<i>Scheduled Tribe Female Literacy Rates</i>	<i>Scheduled Caste Male Literacy Rates</i>	<i>Scheduled Caste Female Literacy Rates</i>
1	2	3	4	5	6	7
Total	46.9	24.8	24.5	8.0	31.1	10.9
Rural	40.8	18.0	22.9	6.8	27.9	8.5
Urban	65.8	47.8	47.6	27.3	47.5	24.3

Source : *Census of India—1981*

What are the most recent statistics on rate of illiteracy in India ?

According to estimates made by Unesco for 1985 (Unesco, 1988) the total illiterate population and its percentage were as follows :

TABLE 9  
Estimates of illiteracy for around 1985 (15+ age group)

<i>Total</i>	<i>Illiterate population (in 000)</i>		<i>Total</i>	<i>% of Illiterates</i>	
	<i>Male</i>	<i>Female</i>		<i>Male</i>	<i>Female</i>
263,609	103,422	160,187	56.5	42.8	71.1

Source : *Compendium of Statistics on Illiteracy*, Unesco, No. 30, 1988.

#### Development correlates of female literacy

Literacy for women in the Third world has been a somewhat under-researched area (Lind, 1989). Even in India there is no systematic overview of existing studies. Nor are the few studies that exist, easily available. In most literature that is available on adult literacy, references are occasionally made to female literacy situation, but data oftentimes is either not desegregated by sex or there is no attempt to treat the issue of female literacy in a systematic manner. Efforts have, however, been made in recent years to

extrapolate from the 1981 census data with regard to fertility, child mortality and age at marriage (1989). Of the 17 reports on fertility, child mortality and age at marriage, three reports—(1) female age at marriage (2) child mortality estimates and (3) fertility in India are national reports and the remaining 14 are state level reports (14 major states with population of 10 million and above in 1981 census). One of the interesting information that these reports bring out relates to the educational level of the currently married females. Thus, one significant finding is that the educational level of the mother has a very strong influence in reducing child mortality. The impact can also be gauged in another way. As the table below indicates, not only is the initial mortality by age 2 of children of educated mothers low, the mortality by age 5 of children of more educated mothers is also low.

TABLE 10

**Child mortality by educational level of mother—India, 1981**

	<i>by age 2</i>	<i>by age 5</i>
illiterate	138	170
literate but below middle	95	107
middle but below matric	63	71
matric but below graduate	43	48
graduate +	28	32

*Source : Child mortality, Age at marriage and fertility in India, Occasional Paper No. 2, 1989. Census of India, New Delhi.*

As the table above shows, child mortality is about five times higher among illiterate mothers as compared to graduate and above. There is also very large differential even between mothers with middle level education. From this it does not follow, however, that education alone is the major factor for reducing child mortality rate (CMR). In Indian conditions, only those women whose families are economically better off can afford a better level of education for them. In such families, apart from better standard of living there is also better access to health services. In other words, the higher educational level for women in Indian conditions would imply a mix of a large number of factors which would individually also lower the child mortality levels.

In rural areas, a very large proportion of married women are illiterate as compared to urban areas as the following table shows.

**TABLE 11**  
**Percent Distribution of currently married women by educational level**

<i>Educational level</i>	<i>Rural areas</i>	<i>Urban areas</i>
illiterate	80.8	44.7
literate-primary	12.3	22.1
primary-matric	5.4	18.5
matric-graduate	1.2	10.4
graduate+	0.2	4.3

*Source* : Advance Report on Age at Marriage Differentials in India, 1984. Occasional Paper No. 2, 1988. Census of India, New Delhi.

Furthermore, among illiterate married women, about 2/3 of them both in rural and urban areas were married before reaching the age of 18 years. In other words, age at marriage appears to be positively correlated with the levels of education of the women both for rural and urban areas.

**TABLE 12**  
**Percent Distribution of currently married women by age at marriage and by level of education in rural and urban areas—India**

<i>Level of education</i>	<i>Age at marriage</i>					
	<i>Rural areas</i>			<i>Urban areas</i>		
	<i>Below 18</i>	<i>18-20</i>	<i>21+</i>	<i>Below 18</i>	<i>18-20</i>	<i>21+</i>
1. Illiterate	66.3	25.5	8.2	63.5	28.1	8.4
2. Literate but below Primary	54.6	33.0	12.4	53.7	34.5	11.8
3. Primary-matric	49.8	35.5	14.7	47.9	37.4	14.7
4. Matric-graduate	32.3	39.7	28.0	26.8	43.0	30.2
5. Graduate	16.9	31.1	52.0	10.1	32.7	57.2
All levels	63.5	27.2	9.3	52.4	33.0	14.6

*Source* : Advance Report on Age at marriage Differentials in India, 1984, Occasional paper No. 2, 1984. Census of India, New Delhi.

A gradual increase is also seen in the mean age at marriage with the increase in educational level. The increase becomes significant only when the woman is educated at least upto matric and above.

TABLE 13

**Mean age at marriage of currently married women by level of education**

<i>Level of education</i>	<i>Rural</i>	<i>Urban</i>
Illiterate	16.5	16.7
Literate-primary	17.4	17.5
Primary-matric	17.7	17.9
Matric-graduate	19.0	19.4
graduate+	21.9	21.2
All levels	16.7	17.6

Source : *Advance Report on Age at Marriage Differentials in India, 1984.*

One of the most useful indices that can be derived from the question on number of children born alive is the average number of children ever born per women by age group. Since most complete re-production by age group 45-49, the average number of children ever born per woman in the age group 45-49 is termed as completed fertility.

As the table below indicates the complete level of fertility decreases with the increase in the level of woman's education.

TABLE 14

**Completed level of fertility—average number of children ever born per woman in the age group 45-49 by educational level**

<i>Educational level</i>	<i>Average number of children ever born</i>		
	<i>Total</i>	<i>Rural</i>	<i>Urban</i>
Illiterates	5.06	5.09	4.99
Literate-middle	5.03	5.17	4.86
Middle-matric	4.48	4.69	4.39
Matric-Graduate	3.36	3.54	3.32
Graduate & above	2.34	2.66	2.31

Source : *Child Mortality, Age at Marriage and Fertility in India, Occasional Paper No. 2 1989.*

The level of education of the mother also seems to affect the sex ratio of children ever born and those surviving as the following table indicates :

TABLE 15  
**Sex ratio of children ever born and children surviving by  
different educational levels of women**

<i>Educational level</i>	<i>Children ever born</i>			<i>Children surviving</i>		
	<i>Total</i>	<i>Rural</i>	<i>Urban</i>	<i>Total</i>	<i>Rural</i>	<i>Urban</i>
Illiterate	888	892	869	862	864	851
Literate middle	916	926	901	914	924	899
Middle matric	926	934	919	928	936	922
Matric graduate	931	938	929	935	942	932
Graduate & above	940	940	940	942	943	942

Source : *Fertility in India ; an analysis of 1981 Census data, Occasional Paper No. 13, 1988, Census of India, New Delhi.*

Furthermore, an analysis of the educational level of the mother by various fertility indicators as shown in Table-16 indicates a positive correlation between woman's level of education and her fertility.

TABLE 16  
**Unadjusted and Adjusted Fertility rates by different  
classifications of women**

<i>Educational level</i>	<i>Unadjusted</i>				<i>Adjusted</i>			
	<i>TFR</i>	<i>GFR</i>	<i>TMFR</i>	<i>GMFR</i>	<i>TFR</i>	<i>GFR</i>	<i>TMFR</i>	<i>GMFR</i>
1. Illiterate	3.9	119	4.4	138	5.1	155	5.8	180
2. Literate-middle	3.2	109	4.1	144	4.5	152	5.7	201
3. Middle-matric	2.7	92	3.7	150	4.0	135	5.4	220
4. Matric-Graduate	2.1	75	3.3	137	3.1	111	4.9	203
5. Graduate & above	1.6	77	3.0	124	2.0	99	3.8	159

**TFR** = Total number of children that would have been alive per woman had the current schedule of the specific fertility rate been applicable for the entire reproductive period 15-49. It is calculated as the sum of age specific fertility rates in five year age groups multiplied by five.

- TMFR** = Total number of children that would have been born alive per married woman had the current schedule of age specific marital fertility rate been applicable for the entire reproductive period (15-49). It is calculated as the sum of age specific marital fertility rates in five year age groups multiplied by five.
- GFR** = The number of children born alive during the last year per 1000 women of child bearing ages. In 1981 tabulation the age group 15-49 and in the 1971 tabulation the age group 13-47 have been considered as child bearing ages.
- GMFR** = The number of children born alive during the last year per 1000 women of child bearing ages. In the 1981 tabulation the age group 15-49 and in the 1971 tabulation, the age group 13-47 have been considered as child bearing ages.

Wherever possible, the direct estimates of fertility like total fertility Rate, Age specific fertility rate etc have been adjusted by indirect estimation technique (P/F method) TFR, GFR, TMFR GMFR are based on births during last year.

In order to understand to what extent literacy is a basic concomitant of development, female literacy rates for women aged 15 and above were correlated with other socio-economic and demographic indices for 14 major states (Sharma and Retherford, 1987). The indices considered were per cent of urban female work participation rate, per cent of female main workers (main workers are those who worked at least 163 days a year), per cent of females belonging to scheduled castes and scheduled tribes, infant mortality rate, sex-ratio, mean age at marriage per cent married women in 15-44 age group, contraceptive use rate, crude birth rate and total fertility rate. The statistical relationships between literacy rate and each of these variables are given in Table-17.

Of the two rows of correlation coefficients, the second row excludes Kerala which would otherwise have had an unduly large effect on the correlation co-efficient due to its high rate of literacy.

Sharma and Rutherford arrive at the conclusion that the female literacy rate is strongly and positively related with mean age at marriage, and with per cent urban and per cent using contraceptives when Kerala is excluded (Kerala has a high literacy rate despite a comparatively low percentage urban and a contraceptive use rate that is somewhat low considering its high literacy rate). The female literacy rate is moderately and positively related with per cent in non-agricultural and non-household industry employment among total female workers, and contraceptive use rate. The positive relationship between female literacy rate and sex ratio is moderately strong when Kerala is included but virtually disappears when Kerala is excluded

TABLE 17

## Literacy rate among females aged 15+ in 1981 selected associated variables for major states

India/State	Literacy rate among females aged 15+		Percent urban		Work rate		Percent females employed		Percent ST & SC		Infant mortality rate		Sex ratio (M/F)		Mean age at marriage		Percent married female		Contraceptive use rate		Crude birth rate		Total fertility rate	
	1981	2	1981	3	1981	4	1981	5	1981	6	1981	7	1981	8	1981	9	1981	10	1981	11	1981	12	1981	13
INDIA*	25.7		23.7		14.0		16.0		23.7		110		934		18.7		80.5		22.3		33.9		4.5	
1. Andhra Pradesh	20.0		22.3		27.0		12.0		20.7		86		975		17.6		84.1		26.7		31.7		4.0	
2. Bihar	13.2		12.5		9.1		8.4		23.2		118		946		17.1		88.6		12.3		39.1		5.7	
3. Gujarat	33.2		31.1		11.0		19.4		21.6		116		942		19.6		76.3		32.8		34.5		4.3	
4. Haryana	21.6		21.9		4.7		26.3		19.0		101		870		18.2		80.6		30.3		36.5		5.0	
5. Karnataka	28.2		28.9		19.0		19.0		20.0		69		963		19.4		76.1		22.9		28.3		3.6	
6. Kerala	70.8		18.7		12.8		43.9		11.0		37		1032		21.9		60.6		29.4		25.6		2.8	
7. Madhya Pradesh	15.9		20.3		22.3		8.2		37.7		142		941		17.2		87.1		12.1		37.6		5.2	
8. Maharashtra	34.6		35.0		24.0		13.5		16.6		79		937		18.9		79.8		35.2		28.5		3.6	
9. Orissa	21.2		11.8		10.7		15.6		37.5		135		981		19.1		77.4		24.8		33.1		4.3	
10. Punjab	32.4		27.7		2.3		64.0		26.7		81		879		21.1		69.4		25.0		30.3		4.0	
11. Rajasthan	12.0		21.0		9.3		14.8		29.4		108		919		17.0		88.5		15.3		37.1		5.2	

12. Tamil Nadu	34.7	33.0	22.4	17.5	19.4	91	977	20.2	72.7	28.6	28.9	3.4
13. Uttar Pradesh	13.9	17.9	5.4	11.7	21.4	150	885	18.3	88.4	11.6	39.6	5.8
14. West Bengal	33.3	26.5	5.8	38.4	28.0	91	911	19.4	74.7	22.0	33.2	4.2
r1	—	0.30	0.06	0.59	0.58	0.78	0.53	0.87	-0.91	0.59	-0.79	-0.83
r2	—	0.83	0.13	0.51	-0.39	-0.64	0.09	0.84	-0.89	0.76	-0.80	-0.84

1. Female main workers per cent of female population.
2. Non-agricultural and non-household industry female workers per cent of total female main workers.
3. Scheduled Tribe and Scheduled Caste females per cent of total females.
4. Currently married females per cent of total females aged 15-44.
5. Percentage of couples in reproductive age group 15-44, effectively protected against conception.
6. \*Excludes Assam.

r1 is the coefficient of correlation between the specified column variable and the literacy rate among females aged 15+ in column 2, including Kerala.  
 r2 is the coefficient of correlation between the specified column variable and the literacy rate among females aged 15+ in column 2, excluding Kerala.

(Kerala has the highest sex ratio in the country). Female literacy rate is strongly and negatively related with infant mortality rate, per cent married among females aged 15-44, crude birth rate, and total fertility rate. It is moderately and negatively correlated with per cent of females belonging to scheduled castes and scheduled tribes. Female literacy rate is weakly and positively related with per cent urban and female work participation rate. General work participation requires less literacy than non-agricultural and non-household industry work participation, which explains why literacy rate is related more strongly to the former than to the latter. All of the relationships are in the expected direction.

The correlations do not by themselves say much about causality. However, according to Sharma and Retherford many other studies based on causal modeling indicate that literacy does have causal effects on many of the variables considered above. This is, however, particularly true of the mortality and fertility related variables. Nuna's study (1986) corroborates the above findings that female literacy is correlated with quality of life indicators such as infant mortality rate, death rate, birth rate and percentage of married females in 15-19 age group.

As important issue that merits consideration is the impact of literacy on the national economic growth. Benavot's study (1989) analyzed cross-national data on 96 countries from 1960 to 1985 and found clear evidence that in less developed countries (India being one of the countries in the sample), educational expansion at primary level had a strong, positive and statistically significant effect on economic growth—an effect that was not mediated by fertility rates or by women's rate of participation in the wage labour force. While such a study has policy implications it is worthwhile to examine the 1981 Census data and to see whether the rising levels of educational attainment among women increase their incentives to enter the formal labour market and induce them to take jobs for wages. An analysis of the 1981 census data shows that the main workers constituted 48.5% of male workers and 7.2% of female workers in urban areas, and 52.6% of male workers and 13.9% of female workers in rural areas. As Table 18 indicates in the case of illiterate women it is 7.9% in urban areas and 17.2% in rural areas and this declines to 2.9% in urban areas and 8.5% in rural areas for female literate workers without education. It rises to 38.4% in urban areas and 45.7% in rural areas as women acquire higher levels of education such as a non-technical diploma or certificate at the college level.

A question to be asked is : why is it that it is either the illiterate or the highly literate women that tend to participate in the labour force in larger proportion ? According to Benavot, empirical evidence to support the

presumed positive link between education and women's participation in the labour market has been mixed. In some countries, market participation rates among women increase with greater educational attainment, in others, they are curvilinear. In the latter case, those who are illiterate have high rates of participation, those with some or more schooling have lower rates and those with highest levels of schooling also have high participation rates, What appears to be the reason for withdrawal of women in the middle category is that education, rather than a means of increasing income, is simply being used to increase the marital status of daughters in middle class families (Benavot, 1989).

From the above discussion it can be deduced that there is a positive impact of literacy on the overall women's development. And yet the fact remains that women's literacy rate is poor. This is because women of all ages, communities and classes live within varying degrees of subjugation in the patriarchal system that characterizes the Indian Society. It is therefore imperative that the various social, cultural, economic and psychological barriers to women's education be clearly understood.

TABLE 18

**Educational levels of main workers by sex and urban/rural**

<i>Educational levels</i>	<i>Urban</i>		<i>Rural</i>	
	<i>Male%</i>	<i>Female%</i>	<i>Male%</i>	<i>Female%</i>
1. Total	48.5	7.2	52.6	15.9
2. Illiterate	38.5	7.9	51.2	17.2
3. Literate without educational level	29.9	2.9	42.4	8.5
4. Primary	53.0	3.9	60.8	11.8
5. Middle	55.9	3.6	59.1	9.1
6. Matriculation/Secondary	68.0	10.6	66.0	12.1
7. Hr. Secondary/Intermediary/pre-university	54.1	9.0	55.9	9.9
8. Non-technical Diploma or certificate not equal to degree	69.8	38.4	75.4	45.7
9. Technical diploma or certificate not equal to degree	79.1	61.5	77.3	69.7
10. Graduate degree other than technical	74.0	20.7	—	—
11. Graduate and above			70.9	31.3

12. Post graduate degree other than technical degree	81.7	33.2	—	—
13. Technical degree or diploma equal to degree or P.G. degree				
(i) Engineering & Technology	86.8	47.3	—	—
(ii) Medicine	82.0	72.2	—	—
(iii) Agricultural &	81.9	46.8	—	—
(iv) Veterinary	88.9	50.8	—	—
(v) Teaching	88.4	56.9	—	—
Others	74.4	37.1	—	—

Source : *General Economic Tables, Census of India, 1981.*

### **Barriers to Women's Education**

The status of women in India has to be gauged within the socio-cultural framework that determines the norms, mores and value systems that govern the life and behaviour patterns of the people. The societal expectations reflect a traditional bias—the idea of womanhood being that of a woman who is loyal, faithful, passive, submissive, self-sacrificing, self-effacing. It is the institution of marriage that defines and circumscribes the life of a woman—as a girl she is groomed for marriage and as she grows up and gets married, the only possible roles she has are those of a wife, a mother, a home-maker. Any other work that a woman does, that is an agricultural worker, as artisan, receives scant attention. It is therefore her reproductive rather than her productive role that has been emphasized. This erosion of her productive role with primary emphasis on her position as a bearer of children has made her life easily expendable through increasing malnutrition and repeated pregnancies. Due to low literacy levels and lack of training opportunities, she lacks employable skills. In other words, the social and economic factors militate against her participation in any educational programme.

Furthermore, religions, culture, customs and traditions have all along emphasized and reinforced a woman's low status and role in society. This has caused a systematic and insidious internalization of a low self image and has inhibited any real incentive for learning on the part of women in general.

The process of interiorized inferiority begins early in life. Discrimination begins with the birth of the female child for it is the birth of the male

child that is welcome. Neglect of the female infant and as she grows up, early marriage, early pregnancy, poor pre-natal and post-natal care and poor nutrition characterize the life of the female child as she matures into womanhood. As a large majority of girls, especially in poor rural homes, are required to work at a very early age in various domestic chores such as looking after the siblings, tending cattle, contributing to the family income by their own labour, they are less likely to enter school in the first place and more likely to drop out because of all the socio-economic pressures. Due to conditions of poverty, the poor cannot see how sending their daughters to school can ever change their existential reality. Even when the girls enrol in schools, the aim of education is to reinforce their subordination. Patriarchal ideology and a social system that discriminates against women permeates the formal system. In this manner the existing system of education reproduces not only the social class power structure but also existing gender differences (Stromquist, 1986).

For women, besides daily struggle for food, fuel, water, fodder for cattle, child bearing and child rearing, poor women also have to work for their livelihood. Lack of time for any educational activity, therefore, becomes a severe constraint. Just the fact of giving birth frequently, often every two years, leaves little time and energy for any additional work such as attending a literacy class. This often leads to frequent interruptions. Even when mothers attend classes, in most cases they have to bring the youngest children along with them. Concentration on learning becomes difficult when the mother's attention is constantly drawn to what the babies and toddlers are doing.

As the female child grows up to be a woman, the process of internalizing her subordination is complete. One of the consequences is the lack of self-confidence and a poor self-image most women have. Socially they are isolated. Their social and family roles are well defined and their social interaction is determined by cultural traditions and taboos. They therefore go about their daily routine chores in isolation and have no time or space to talk about themselves with other women. They have very little control over or knowledge about their bodies. As a result, most suffer from social and physical oppression.

Another handicap for women's literacy, related to women's relative isolation and deprivation compared to men, is that they have had very little exposure to other languages than their mother tongue (Lind, 1989). Generally, more men than women can communicate in the official language due to the patriarchal traditions of men being the 'spokesmen' while women are expected to remain silent in public, the mobility of men as compared

to the women's homebound isolation and the fact that men have had some prior exposure to, or experience of, written communication. The language handicap of women becomes particularly important when there are diverse languages and dialects. This has implications for designing suitable literacy primers for women.

Women are moreover discouraged by the attitudes of men in their families. Husbands, fathers, and even brothers at times completely forbid their womenfolk from participating in literacy programmes. It has been observed that this is because men are afraid that if their women learnt more than they themselves did, it might expose their own ignorance and subsequently, even challenge the power relations within the family. On the other hand, women in the interests of maintaining family peace decide to opt out of joining the literacy programme. Any literacy programme would therefore have to deal with the larger issue of male attitudes towards female literacy. Even at the level of the policy makers, planners and administrators, most of whom are male, a critical appraisal of attitudes and values would be crucial (Ramdas, 1989).

#### **Literacy programmes for women**

What has been the general experience so far with regard to literacy programmes for women ?

A significant characteristic of the Government run adult education programmes has been its single preoccupation with being a merely literacy programme. Several evaluation studies have pointed out this (NLM, 1988). Despite the components of functionality and awareness, undue emphasis still tends to be given to imparting literacy skills to women.

Over the years, women's participation in the adult education programme has shown phenomenal increase. This has been borne out by the evaluation studies undertaken by prestigious social science research organizations (NLM, 1988). But the fact also remains that despite their initial interest, the possibility of women dropping out or coming to the centres irregularly because of various family pressures and constraints, are also high. This is mainly because literacy is neither a felt need of the poor nor is it perceived by them as a central skill which will help them to improve their lives to a significant extent. Having learnt to cope without literacy, they have neither the motivation nor the interest to continue once the initial novelty effect wears off and the sheer strain of acquiring literacy skills begins to make

demands on their time and energy. But even if some of them overcome these barriers and do become literate, the use of their recently acquired literacy skills and hence literacy retention, become severely limited by their lack of easy access to reading and writing materials. Women are therefore more prone to relapse into illiteracy faster than men (Rana, 1988).

An oft-repeated problem that is mentioned regarding women's literacy programmes is that of motivating and sustaining their interest in becoming functionally literate. An income-generating activity is therefore regarded as a necessary adjunct to most literacy programmes. The rationale given is that in conditions of poverty, literacy per se, does not always attract women. An income generating activity, on the other hand, is presumed to provide the necessary motivation to women to come to the adult education centre. Studies on such non-formal education programmes and income-generating activities have shown that most of these programmes, which are either run by government or voluntary organizations are focussed on motherchild health, nutrition, food preservation, cooking, sewing, handicrafts and similar 'feminine' activities, the majority of which do not seem to be generating much income (Stromquist, 1987). While teaching of literacy is intended to be one of the components, in reality it easily gets lost due to all the other time-consuming activities. Apart from the fact that the income generating activities emphasize the reproductive role of women, a disturbing fact is that women who are engaged in such activities neither manage to generate income nor to learn literacy skills (Lind et al, 1986).

These income generating activities are mainly fragmented activities with no efforts made to enable women to exercise control over their planning, operationalization and management. Nor are these activities accompanied by discussions that would enable women to question the gender-based division of labour in society that is responsible for women pursuing only certain types of occupations.

Income generating projects need careful planning and a number of essential questions need to be asked and answered before embarking on any such scheme. Some of the more critical issues include the problem of raw materials (ensuring adequate quantities, their regular supply), the marketability of goods and services provided (availability of local markets versus outside markets) and the problems of obtaining credit. Women who participate in such activities are rarely trained in management and marketing skills nor do they receive any management support in planning, implementing and developing the economic activities. It is little wonder

then that the income generating activities become sporadic, adhoc activities and do not become self-reliant economic activities for women.

There are other aspects of women's literacy programmes that need special attention. These relate to content of the literacy primers, and the methodology used in literacy teaching. Presently not enough attention has been paid to the content of the literacy primers. But an analysis of literacy primers in use in North India reveals that the contents in all the primers for women are mainly on housework, child care and family planning (Bhasin, 1985). The qualities that were propagated were the age-old ones of sacrifice, self-abnegation, living for others, docility, shyness and deference to men. According to Bhasin, "widespread male domination, their double burden of work, the different kinds of discrimination practiced against women etc. were not even mentioned, leave alone challenged". Krishna Kumar (1982) had earlier commented on the sheer irrelevancy of most literacy primers that did not relate to the life of the learners. According to him, there were certain recurring themes of a 'mythology' that promoted status quo and did not question the existing order. The content of the literacy primers unquestionably need to be critically examined in order to ensure that patriarchal values are not reinforced and that an attempt is made at least to question the existing socio-economic reality that is so oppressive and exploitative.

Teaching methods play an important role in literacy participation and for sustaining motivation among women in particular. A superior and patronizing teaching attitude discourages interest, while a democratic, open and involved attitude, treating the learners as equal adults, and creating an atmosphere of confidence, is found to have a positive influence on attendance and results" (Lind, 1989). The efforts of some of the voluntary organizations have been particularly significant in this regard. Their experience has clearly shown how the attitude of the literacy teacher as well as the teaching methodology can create the right conditions for attracting women to the literacy classes.

An analysis of successful initiatives in rural development in some African and Asian countries, are being recapitulated for the lessons learnt have relevance for the literacy programmes for women. The factors that were identified in the success of many of the initiatives were, "women's access to and control over the productive resources: land, labour, capital, technology, marketing ; control by women over product of their labour; the development or strengthening of an organizational base among disadvantaged women ; and sympathetic attitudes by the community including husbands

and/or other external forces ; such as the government or at least some individuals within them” (Gayfer, 1986).

Of the several lesson learnt from the field, one of the most important is that of organization. It has been recognized that without organization, poor rural women would not get their rightful share of the productive resources or participate in the decisions that affect their lives. Development and training of cadres/catalysts is another important lesson from the field for they play a critical role in sustaining people’s initiatives, NGOs and other intermediaries have to be strengthened as they are often better equipped than governments to play a more dynamic role. But more importantly, the struggle for equality is not a struggle between men and women, but a larger struggle against the existing socio-political structures that perpetuate inequalities.

What is necessary for initiating a literacy programme for women is an analysis of the structure of poverty and exploitation which prevents a large percentage of women from not only being literate but also from being treated as equals. “Illiteracy cannot be wiped out without a wider struggle to eradicate poverty, exploitation and maldistribution of resources. The strategy for eradicating illiteracy has to be part of and related to, the strategy for removal of inequality, injustice and political subjugation of the people” (Bhasin, 1985).

### **Future Directions**

In the light of the experiences and the lessons learnt thus far, it would be necessary to critically examine the planning and implementation strategies used in the literacy programmes for women. An important lesson learnt in planning is that ‘blueprints’ for programme implementation that are worked out by external planners sitting at the State and national levels seldom work because there is no scope for ‘revisability’ on the basis of field experiences. Further, planning is always done “for or on behalf of those who live in the situation which is sought to be changed, by persons outside than reality ; planning rarely draws its ‘target group’ into the process. Consequently, the plans tend to miss or ignore key factors which often make or break programmes” (Batliwala and Ramachandran, 1987). The significance of this statement has to be clearly understood and appreciated. Presently, it is largely male planners, administrators and policy makers who are planning literacy programmes for women whose existential reality they do not by and large comprehend. That being so, the element of ‘revisability’ of plans on the basis of field experiences, assumes added importance.

Another characteristic of present planning is the tremendous pre-occupation with quantitative inputs and targets to the neglect of qualitative changes. Plans are generally made to cover long periods of time without any in-built mechanism for taking corrective measures and even change 'direction', if necessary. What is necessary is to set up mechanisms for what Batliwala and Ramachandran call a "continuous planning-evaluation-revision-planning cycle". Rather than rigid, time-phased, target-oriented planning, there must be scope for continuous revisability in the programme. When viewed thus, planning does not remain a separate or special activity—rather it means breaking the defined categories of planning so that one overlaps with the other and modifies its implementation.

Training is another area in which very special attention would need to be paid. In order to train animators/catalysts (mainly women from the same milieu as the learners and with low educational background) to work for women's literacy programmes, the content and methodology of the training programmes would have to be radically altered. The training programme itself must occur in an environment of learning in which the hierarchical relations between the trainers and the trainees are broken down and there is room for the trainees to control and determine the content and the structure of the training programme. If the training methodology is participatory, it exposes the adult education functionaries to participatory norms in action and they are then more likely to impart these values and practices to the adult women with whom they are interacting.

Traditionally, training has tended to emphasize cognitive skills to the neglect of other skills. It is now increasingly recognized that there has to be an attempt made to impart a new set of attitudes, values and behaviour patterns, besides developing various kinds of communication skills. But for this to happen, training would have to be process-oriented in which analysis and reflection get the central focus. Periodic reflection/review exercise would be necessary by way of inservice training and monitoring exercises in order to ensure that the new set of values and attitudes that are sought to be inculcated by the training programme, are continuously reinforced and strengthened.

Women's groups have unequivocally come to the conclusion that literacy per se is not the priority need for poor, deprived women. This does not mean that teaching of literacy skills can get postponed indefinitely. What this means (and this experience has been validated by numerous other experiences) is that women will always seek literacy themselves, at a point when its meaning and value become evident to them. If

women seek literacy at their own time and pace, they would then be more likely to retain literacy in a more permanent way. Rather than 'teaching' them, the educational process must enable women to ask questions, seek answers, act, reflect on actions and raise new questions. This type of education would take as its starting point an investigation of their socio-economic reality, an examination of the problems in their own environment, leading to a collective action against injustices suffered by them in the home, the work place and society. It is only when women gradually become empowered and understand the importance of collective action that they can later join the menfolk on any common platform.

In the area of research and evaluation, more concentrated focus would be required whereby it would be possible to understand *what* works with literacy for women, *how* and *why*? (Ramdas, 1989). Participatory approaches to research and evaluation would be necessary so that women could begin to exercise greater control over the nature of educational programme they need. Also, it would be necessary to gather testimonies and first person accounts from women so that in turn, these materials could become the basis for learning materials in the post-literacy phase.

Furthermore, continuing education opportunities would have to be provided so that women's new and emerging educational needs are satisfied, including entry into the formal system of education. In this manner, planning for life-long education could make a beginning.

The problem of women's illiteracy is inextricably linked to the problem of poverty. Since there are socio-economic reasons that hinder women's participation in the literacy programmes, it would be necessary to take a more holistic rather than segmented approach to the question of women's literacy. If serious attention is paid to the economic barriers, then clearly women's education will have to be linked to women's employment so that the necessary momentum for women's literacy is generated. This would have important ramifications insofar as women's literacy programmes are concerned. This would mean that various skills and vocational training programmes would have to be provided at the local level in order to ensure that women's entry into the job market is made possible. Besides, credit facilities, raw materials and marketing outlets would have to be provided. Adequate support services such as provision of drinking water, fuel, creches and community kitchens would have to be ensured so as to lighten women's present workload.

The above issues have implications for trainers, instructors and administrators of literacy programmes for women.

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M. C. Paul

*Women and Development of  
Adult Education in Colonial  
Bengal : A Sociological Exploration*

India has a history of long rich cultural heritage and tradition of learning. Throughout ages science, literature, arts and philosophy flourished in this land spreaded far and wide. While commenting on the spread of western education in India, Trevelyan wrote in 1931 : "The time has arrived when the ancient debt of civilization which Europe owes to Asia is about to be repaid, and the sciences, cradled in the East and brought to maturity in the West, are now by the final effort to overspread the world" (Trevelyan 1931 : 168). However, his observation was not seriously taken note of it by the colonialist.

Though right from 1813 the 'modern' western education for women was attempted, the progress during the colonial rule was very nominal in comparison to the total population. The most astonishing fact which comes out from this study is that in spite of so many efforts made by various private individuals and agencies including the colonial Government the percentage of literacy among the women could reach only a little over 7 per cent in 1941.

Everyone knows that education for women is crucial in achieving rapid socio-cultural development and technological progress. But during the

colonial rule its potential role was undermined. In fact, it was articulated at a low key. It is a historical fact that during the Vedic period, women enjoyed a much higher socio-cultural esteem and educational opportunities were also wide open to them. They enjoyed a fair deal of freedom and equality too. Boys and girls had similar value oriented education and both were to pass through the period of *Brahmacharya*. The *Upanayana* (sacred thread) ceremony which marked the introduction of a child into the study of the *Vedas*, was performed by girls and boys as well. They had access to all branches of knowledge and took part in religious, cultural, ideological and philosophic discourses irrespective of gender difference. Several women like Gargi, Maitreyi Roma, Urvashi, Kamayani, Yami, Apala, Ghosa and Lopamudra are still the household names due to their great distinctions in theology, philosophy and other branches of knowledge. Moreover, many sacred hymns composed by them were incorporated in the sacred books named *Vedas* (Report of NCWE, 1958-59; p. 1, 1958 : 1-2; Altekar 1938; 410-11; Paul 1989: 4).

Unfortunately, the equal opportunities and positions enjoyed by women in the Vedic period diminished in the subsequent social, economic and political era of the post-Vedic period. The custom of "*sati*" and other evils unknown to the Indian society came to surface. Free movement of women in the society was curtailed. Various socio-cultural norms and restrictions were formulated to restrict their roles in society. However, a few women appeared here and there in some parts of the country as state-women, rulers, soldiers, and saints from time to time and they were honoured both by women and men. But their glorifications could not reduce the degraded socio-cultural and educational conditions of the women as a whole (Desai 1957 : 1; Thackers 1970: Chapter 1; Dube 1976: 7-16; Altekar 1938 : 354; Paul 1989 : 4; Mukherjee 1958 :1).

Then came the British colonialist. Till the middle of the nineteenth century, they did not take interest in the education of women. As it was in Britain, the Britishers had age-old conservatism and prejudices against women's education. It was the various socio-political forces in Bengal and all over the world that encouraged the private agencies and the missionaries to spread "modern" education among the women of Bengal. Of course, the "modern" western education in Bengal was mostly confined to the urban elite (so called *Bhadralok* class) of Bengali Hindu community. As a result the illiterate women of Bengal steeped into deep ignorance and orthodoxy in the absence of popular mass education during the colonial period. It was only towards the end of the nineteenth century that the Hunter Commission could visualise the pressure generated in India by the social and political forces for popular education and they recommended for mass education; but very little was practically done in this direction before the

end of the First World War. This clearly shows the class interest and age-old prejudices of the colonialists for popular education.

In fact, in the initial period of colonial rule, a few missionary societies came forward independently and/or in cooperation with nationalist leaders of Bengal to spread some "education" among the christian and Indian women of *Bhadralok* class. The missionaries who came forward to spread the popular education among the Indian women were mainly concerned with the preaching of Gospel and encouraging them to convert to Christianity and therefore penetrated culturally into the illiterate masses of Bengal. That was why Robert May of the London Missionary Society could state that the schools for illiterate masses were to be "mighty engines" for spreading Christianity and he fondly hoped that their influence would soon bring the fall of Hinduism (Sengupta 1971:97). The first modern school for Christian women was opened in Calcutta (1st December 1758) by a Swedish Clergy named J.Z. Kiernander. During the twenties and thirties of the nineteenth century, William Carey opened schools for the non-Christian girls and boys. This was the first modern missionary school for the illiterate women of Bengal. In 1815, Robert May opened Chinsurah Central School by enrolling seventeen women. Similarly, the Baptist Missionary society of Serampore opened several schools for poor girls with scholarships in and around Serampore. It opened up its branches in other parts of Bengal by obtaining help and support from the local people. We should mention here that the concept of formal school was modern to Bengal. It had traditional *Pathshala* system of education which was more of informal rather than formal system of schooling set up by the colonialists.

Ram Mohan Roy set up the Calcutta School Society in 1818 in co-operation with David Hare. This Society took keen interest in the spread of women's education and agitated for it. Ms. Cooke (later on she became Ms. Wilson by wedlock) was entrusted in 1821 to organise ten girls schools with the support of the Church Missionary Society (CMS). The wives of Christian Missionaries took a leading role in this regard. The Calcutta Baptist Female School Society established in 1819 under the Female Juvenile Society organised its first school in the month of May-June 1819 at Gouribari in Calcutta for non-Christian girls of Bengal only. The non-availability of women teachers in the initial stage made the progress in this regard very slow. In 1820, one local women teacher was recruited and the number of women students also increased. Adult girls from all castes were enrolled (Anon 1858:5-8; Bagal 1357 B.S.:2-3). The Hindu conservative leaders were not against the schools set up by Juvenile Society. Radhakanta Deb was the Indian Secretary of Calcutta School Society. By 1829, the number

of schools under the society rose to twenty. The society opened school for women at Katwa under Mrs. W. Carey and in Birbhum district under Mrs. Williamson. English was not taught in these schools. But when they introduced Christian religious teachings these schools began to decline (Mukhapadyaya 1984 35).

In fact, Mr. M.A. Cooke was sent by the Foreign Schools Society of London to help spread in educational activities of the Calcutta School Society under the Church Missionary Society (CMS) but due to lack of funds C.M.S. could not secure her services. Radhakanta Deb later on engaged her to run their schools. She established schools for women in Thanthania, Mirzapore, Shova Bazar, Krishna Bazar, Mallick Bazar and Kumartuli in Calcutta. These schools for women were free and ran on voluntary donations. The poor Bengali women students were provided with a curriculum containing education of 3 R's and vocational skills particularly tailoring. In spite of many hurdles (like popular resentment against educating, the women outside the four walls of house; the practice of early marriage of girls; the prejudices and conservatism against girls' education, the dearth of women teachers, etc.), the enlightened scholars and leaders of Bengali Society (like Gour Mohan Vidyalkar, Radhakanta Deb and Baidyanath Roy, promoted women's education among the illiterate women of Bengal. This they did at a time when the colonial Government could not formulate any definite policy for the popular education among the women of Bengal. This was basically due to their indifference to this great and vital need of the illiterate women. It was Radhakanta Deb who was the first Bengali to come out openly for women's education. He took keen interest in the spread of women's education and encouraged Pandit Gour Mohan Vidyalkar to prepare and Publish a book entitled *Stri-Shiksha Vidhayaka* (1822).

The leaders of Bengal were very much enthusiastic for the spread of women's education in Bengal. The Derozians of Hindu college (now named as Presidency College) set up in January 20, 1817, advocated for the cause of women's education. The lukewarm attitude of the colonial Government made the leaders of Bengali society to open Vernacular schools for girls with oriental curricula. For example, persons like Radhakanta Deb, Rammohan Roy, Ram Gopal Ghosh, Dakshina Ranjan Mukherjee, Madan Mohan Tarkalankar, Keshab Chandra Sen and Iswar Chandra Vidyasagar endeavoured to develop and spread the popular education among women by setting up *Pathshalas* under the auspices of various committees or Sabhas/Samitis. The action programme for the spread of women's education forced the then Lt. Governor of Bengal, Sir F. Halliday

in 1857 to request Shri Iswar Chandra Vidyasagar to prepare a comprehensive scheme for the expansion of education for women in the light of Wood's Despatch (1854). During the last decade of the 19th century the progress of popular mass women's education was slow in Bengal due to various reasons. The desire for education existed only among a limited section of upper and middle class people from caste Hindu community. The greatest hindrance to the spread of women's education came from the non-existence of girls' *pathshalas* and non-availability of women teachers. The girls above 9 or 10 years were discouraged by parents to attend classes in the boy's schools, The strong Purdah system among Muslim women and their conservatism forced them not to go to schools outside their homes. Some women from upper and middle class Muslim families were taught only to read the Quran and other religious books and do needle work in their own *Zenanas* (private home) but they seldom learnt to write.

The Education Commission of 1882 set up by the colonialists tried to study the problems and scopes of women's education in India. It recommended easier grants-in-aid to the schools run by the Christian missionaries for women. The Commission also stressed the need-based popular education in the home environment with skill development curricula for women. Mrs. Wheeler (daughter of Krishna Mohan Banerjee) was appointed as the first Inspectress of Schools in April 26, 1876. She used to supervise especially the girls' schools run by missionaries in Calcutta and its neighbourhood. In spite of efforts made by the missionaries and the financial support given to them by the colonialists for the propagation of women's education, the progress in this regard was not satisfactory. The problem of getting women teachers was very serious. Moreover, the remuneration was not so lucrative. Moreover the trained women teachers were not interested to go to rural areas due to certain limitation (Mukhopadhyaya 1984 : 114).

Only in the Simla Conference (1901) that the colonial Government was forced to take up the question of women's education seriously. The issues of training for women teachers alongwith the need for more liberal assistance to the existing missionary institutions were taken up. Reviewing the whole question, the colonial Government of Bengal increased the amount of grant to the Christian Missionary Societies with a condition that they would take up in right earnest the task of training women teachers. The other issue considered was to appoint the conservative Hindu and Muslim women teachers for the spread of *Zenana* education (Private home education for married adult women) of elementary nature and the establishment of a few model schools for girls were important. Popular mass education among

women was not in their agenda. Their purpose was only to encourage the missionaries to be the sole propagator of women's education.

But owing to financial stringency, many schools were closed down and along with it the opportunities of girls' education came to a standstill. Some Christian Missionaries were running the *Zenana* education for women and the other who were dropped out, due to social taboo/custom, marriage, etc. They used to run these adult *pathsalas* at selected places in the houses of respected local people in towns and villages as well. The teachers were recruited and placed under the supervision and control of a local committee of Hindus or/and Muslims. But soon the colonial Government brought these *pathsala* under the direct control of the Education Department. Secondly, *Zenana* education was also spreaded with the help of women teachers visiting from house to house and imparting instruction privately to the adult illiterate women of households.

Mr. Howell observed that "the state has, in fact, assumed the duty of providing elementary education for the masses, but it has not undertaken, and indeed cannot undertake to find the necessary funds from the Imperial Exchequer" (quoted in Stark 1916 : 81). Thus the pious utterances and recommendations in various education despatches were not implemented in reality. In fact there was a real dearth of required will to pursue a positive policy to educate the illiterate masses especially the illiterate women (Mukhopadhyaya 1984 : 22-26).

At the end of 1866, Ms. Mary Carpenter came to Calcutta to help spreading women's education. It was at a time when the inveterate Hindu women, especially high caste women had prejudices against "modern" formal education by coming out from their homes. They also did not feel any need to take up any profession outside their homes. Homes were self-sufficient with work load. Iswar Chandra Vidyasagar observed that the women's education in Bengal would not succeed as long the systems of child marriage and *pardah* prevailed in the Bengali Society. As the colonial Government was not seriously interested in the development and progress of popular mass education, its fate was left to the mercy of missionaries and Zamindars. The *pathsalas* imparting popular education to the masses were gradually upgraded to Anglo-vernacular middle and high English Schools. Thereby they ultimately served the demand of middle and upper middle class people of Bengal.

In the middle of the 19th century, the Brahma Samaj movement gathered momentum and spreaded many new ideas under the leadership of Debendra

Nath Tagore. They made positive contributions in the field of social and educational reforms. According to the well-known historian Jadu Nath Sarkar, the spread of Brahm-Samaj movement in Bengal creditably arrested the process of conversion of the educated Hindus to Christianity (Sarkar 1950 : 71). The Tattvabodhini Sabha started on October 6, 1839, played an important role in the history of popular mass education in Bengal. They tried to promote the principle of patriotism, self-respect and national consciousness. They could understand the need of developing the mother tongue education, study of science and theology and the urgency of total war against superstitions and prejudices. Their basic purpose was to enrich the moral and material upliftment. (Bose 1969 : 124). The Tattvabodhini Sabha's activities related to popular education might be considered as the precursor of the national education movement in Bengal in the first decade of 19th century. The Tattvabodhini Patrika, the organ of the Tattvabodhini Sabha, upheld the cause of women's education and was successful in creating an urge in the society for favour of women's education. The Tattvabodhini Sabha, gradually spreading its activities, suddenly met with a financial crisis due to the collapse of the Carr Tagore & Co. and the Union Bank in the late 40's of the 19th century. Finding no other source of money to support, Debendra Nath Tagore closed down the Tattvabodhini *pathsalas* in 1848. Rev. Alexander Duff, a principal antagonist of Debendra Nath Tagore, opened there a missionary school immediately once the Tattvabodhini *pathsalas* was closed down due to resource crunch.

Next to Debendra Nath Tagore, Keshab Chandra Sen became a most popular Brahm Samaj leader in Bengal. He was a strong protagonist of women's education and actively appreciated the efforts of Bethune and Ms. Carpenter to spread education among women. Sashipada Banerjee, another Brahm Samaj leader, amassed support from a group of enthusiastic Brahma youths to start a night school for illiterate maid servants, poor artisans, shop keepers, etc. Although attempts of this sorts were made, but the development and progress of women's education did not gain much popular support in Bengal under the then existing socio-economic conditions.

During the last century, Bengal witnessed a Hindu revivalist movement or Hindu awakening as a reaction to the bitter attacks launched by the *Brahm Samajists* and the Christian missionaries on the religious and social customs of the Hindus. The spirit of re-awakened Hinduism was clearly manifested in the works of some of the then contemporary Bengali writers. They painted a glorified picture of the ancient Indian culture and civilization in their writings. The influence of Sri Ramkrishna Paramahansa Dev (1836-86) on the age and his unique capacity of resolving the prevailing religious differences in a higher spiritual synthesis gave Hinduism a new

strength. Even the Brahmos could not always cast aside his hypnotic spell. It was evident that the political awakening and the new born spirit of self-confidence took a decisive turn. They also came forward to promote education among women, but their line of approach was different from that of the Brahms. The latter, in many places, established schools for poor girls on the traditional western line. But the revivalist Hindus started new girls' *pathsalas* where the teaching would be in absolute harmony with the time-tested, Hindu Social System and values of life. The Mahakali pathsalas founded in 1893 by Her Holiness Mataji Maharani Tapaswini was an example of a successful institution of this type. Born in a South Indian Royal family, Gangabai, alias Mataji led an austere life. During the Sepoy Mutiny (First war of India's Independence) she was wanted by the British for her alleged association with Rani Laxmibai of Jhansi. She escaped the British Wrath by crossing into Nepal. In fact, the growing influence of western ideals on the Bengali women prompted her to establish a model *pathsala* in Calcutta for imparting free elementary education keeping in view the traditional Hindu values and culture. She used to get help and cooperation from the Maharaja of Darbhanga, Lakshmiswar Singh, Maharaja Jatindra Mohan Tagore, Kali Krishna Tagore, Raja Narendra Lal Khan of Narajola and others. Swami Vivekananda helped this institution to grow to serve the illiterate women. One of his disciples, Henrietta Muller sent her personal donation for the development of this model pathsala for illiterate women. She also arranged to send annual donation of Rs. 1000/- from the Ladies Society of London for the cause of women's education based on Indian values and culture.

Since the days of Hindu Mela, the Swadeshi spirit was in the air in Bengal. The rise of the Indian National Congress (1885) infused a new ardour into it, but it was only in 1904 at the Bombay session of the Indian National Congress that a specific resolution was adopted, demanding wide diffusion of primary education among the masses and provision for making it free and compulsory in the future. In the meantime, Curzon's "master plan" of partitioning of Bengal "to destroy the nascent nationalism in Bengal" incited militant nationalism among the Bengali youths of both male and female. This spirit of militant patriotism gave a new slogan to boycott the foreign goods. Although the movement was confined to the educated idealistic middle class youths of Bengal, its total impact was felt on the national life of Bengal. The militant youths organised various societies and associations in different parts of Bengal to propagate nationalism through adult education programmes which was very popular among the masses. They used to organise popular hut-meetings (meetings at the weekly market place), exhibition, drama, folk-theatres, etc. These were the forms of popular mass education.

The national school movement was an important aspect of the Swadeshi agitation in Bengal. Through these schools the spirit of *Swadeshi* (nationalism) was infused in the minds of the youth against the colonial rule and exploitation. These were run generally by the political agitators some of them were the dismissed employees from the Government offices on grounds of political activities. Most of these schools were maintained by the small collections and donations like *mustibhiksha* (collection of handful of rise from individuals) from the local people. For example the national schools at Sonarang and Munshiganj. These also had girls' wings.

Ms. Christine Grunsteidel, an American lady of German Origin, and a disciple of Vivekananda, came to India in 1907 to work with Nivedita. She opened a *pardahnasin* (Zenana) school for the illiterate adult Hindu women. This school was continued till the beginning of the First World War (1914). The Church Missionary Society opened one night school for adult women at Andul (Howrah District). The Church of England Zenana Society made attempts in imparting adult education among women belonging to lowest castes like chamars, untouchables of Calcutta slums and also for the aboriginals living in rural Bengal. It is important to note here that although the Christian missionaries were pioneering in the field of women's education in Bengal, they got very little response from the Bengali Society as their intention was to propagate Gospel in the name of education. Many Hindus (both urban and rural) objected to the free movement of Christian ladies into the inner chambers of their families in the name of *Zenana* education to influence their illiterate womenfolk. The Muslims also strongly opposed to the western system of education in the Indian milieu.

During 1911-12, there were eight private women teachers under the control of local bodies, five were under the direct control of the Education Department and sixty three private women teachers visiting from house to house for imparting adult education among women. It was estimated that about 1500 women and adult girls were on the rolls under these two schemes (Mukhopadhyaya 1984:117-18). The *Zenana* system of education was possibly the better means of reaching the adult women illiterates. Central gatherings at selected places were possible in villages where women were much freer than in the cities, and could assemble without much objection from their menfolk. The teachers employed to teach such assemblage were paid Rs. 20/- each, per month end contingent expenses upto Rs. 10/-. For the colonialist it was a costly proposition for imparting education among women.

The social taboos and cultural barriers operating in both Hindu and Muslim communities made it difficult to find women teachers for girls' education. Moreover, they were not trained also. In the Educational Policy of 1913, the colonial Government admitted that the popular education for women was still to be properly organised. It is also to be noted that a great majority of girls' *pathsalas* in Bengal were not receiving the Government grants except the missionary run schools. Some of them used to get inadequate little grants (Mukhopadhyaya 1984 : 120).

With the help and cooperation of Peary Charan Sarkar, the two Mitra brothers—Nabin Krishna and Kalikrishna—started a girl's *pathsala* at Barasat. (during the same time Mitra brothers started for illiterate young girls of labour-class. Besides the 3 R's, they were also given training in vocational skills. In some cases the reactionary and conservative people openly opposed the setting up of schools for the illiterate women and the colonial Government silently watched the whole drama with amusement (Bagal 1357 B.S. : 40; Mazumdar 1960:64-65). The benevolent Zamindars, progressive philanthropists and reformers like Iswar Chandra Vidyasagar, a great crusader of women's education, forcefully pleaded for popular mother tongue education for women and its expansion to the remotest villages of Bengal so that illiterate women might be liberated from the socio-religious prejudices and superstitions. He prepared scientific curricula and several text books with improved methodology of teaching for the women illiterates.

The Muslim women were strictly secluded and they preferred the *purdah* or *semi purdah*, *pathsalas*. So for teaching the illiterate Muslim girls, a class of Muslim lady teachers known as *atus* were employed. Originally, they were the private governesses related to the well-to-do Muslim families, but the *atus* worked under the Education Department. They generally used to hold classes in their own houses (Mukhopadhyaya 1984 : 118).

In spite of several difficulties and the complex social order of Bengal, the initiation of popular mass (adult) education among women was started in the colonial Bengal by the various people and leaders of Bengal. But the non-availability of financial resources and women power to take care of women's mass education put a break to its spread among the masses could hardly be denied by anybody.

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Adele Jones

## *Community Education and the Development : A Case Study*

For several decades now there has been a reassessment of what is meant by the term development in developing, industrialized and post-industrialized societies alike. At the same time the role of education as part of the development process continues to be examined. In light of this, this article considers the role of education in a tribal community in the north of the Indian State of Maharashtra and the participation of the community in the educational process.

At the outset it seems important to point out that while there are various forms of participation in community institutions i.e., attending school functions, using school facilities, even voting and being consulted, this does not necessarily involve a share in the management and decision-making processes. In the fullest sense, participation in the government, management, decision-making and objectives of education by those most closely affected by it determines the quality of community education. As Clifton (1981) notes, the implication of participation with multi-level access to political power is effective not only in determining choices but it also operates in the domain of implementation.

Alongside this consideration, the type of education which has so often been introduced in developing countries in the name of development, has shown little evidence that formal, systematized educational procedures are able to bring about any real social change or improve the condition of life for people at the grassroots level. There is more reason to see education of the "colonial" type as thwarting the real process of development and maintaining the status quo (Levin, 1980). Failure of formal education programmes is evident in the poor not having more and in the reality of particular schemes keeping the rich rich and the powerful powerful. Levin also stressed

that as none of the problems of repression and inequality originated historically in the education system, educational planning cannot rid societies of repression, injustice and alienation. The institutions and system which produce these conditions must themselves be changed.

How then does it fit with community education? From Levin's perspective the only change which is feasible is that which focuses on specific problems at the local level. Education may be able to affect specific change at the grass roots level if those concerned are also involved in the whole planning process. Minzey and Le Tarte (1979) point out that size is important when considering community education and while there are differing reasons for adopting a community education programme, the smaller the community, or the more local the community, the better the co-ordination and preservation of the components of community education. Thus, community education can be linked with change or development if those involved identify community problems, identify community resources and seek solutions to needs and problems.

Alongside the notion of participation in community education, some attention needs to be given to the role of the change agent in the development process. At the grass roots level change agents and the participants in the change/education can be involved to varying degrees. The change agent can be either an outsider i.e., 'expert'-cum-community worker or an insider belonging to the community. There are advantages and disadvantages of both positions and the role of the change agent tends to differ according to the origin.

In the participative problem solving strategy of change, Havelock and Huberman (1977), see consultants, technical advisers and change agents as part of the outside process of problem solving, as people who bring an idea or project from outside the situation where the advice of the persons surrounding the political and educational leadership appears most important in devising and acting on situations. They point to several cases where local indigenous leadership has proven most effective i.e., in non-formal education, literacy programmes and areas related to family planning and agricultural programmes where the significance of local leadership is seen as a vital connecting link between various groups involved in projects.

It is the extension agent model which is often seen in Indian villages. This person is part of a network of social relations, for it is group membership, reference group identification and informal personal contact where leaders and village members are well connected with each other. In the extension agent model, the change agent will not necessarily have control over what

is happening in each sector of the wider system, though his/her example of linkage within the local project may have some influence over such connection involving the educational establishment, government bodies and programmes.

Collaborative efforts between the change agent and community members demand reciprocal feedback between the resourcers and users, mutually reinforcing each other so that a relationship of trust and confidence is built up, building effective channels “through which innovation can pass effectively and efficiently from reseacher to developer, from developer to practitioner and from practitioner to consumer” (Havelock and Huberman, 1977, p. 262). In the case of a community problem where there is no outside agency or resource to deal with it, the community school is then in a position to develop its own programme by means of its local resources. From close observation of several grass roots Indian development schemes, however, it seems that this demands a particular level of participative readiness on the part of individuals and the community which cannot be taken for granted.

#### **The development scheme and community education : Pal, India**

The people of Pal, Maharashtra State, India, and thirty neighbouring villages in the district belong to three tribal groups—the Tadavi, Paware and Banjara (the last more correctly viewed as gypsies). As tribal people, these groups fall outside the Indian caste system and are hence classified by the Indian government as “backward classes”, a term which reflects their lifestyle. Concerned with the extreme poverty related to tribal people being unemployed, landless and often in the control of moneylenders, the Indian government classifies tribals according to a “schedule”. Tribes which are placed on the government schedule, then receive assistance in the form of finance and involment in development projects. Those not on the government schedule do not qualify for this assistance.

It was to this group of unscheduled tribal and “gypsy” people that a small group of Gandhian inspired workers came several decades ago. They convinced the people that in place of their nomadic lifestyle with its problems such as epidemics and lack of water, an improvement in lifestyle was possible and could be achieved by the people for themselves.

According to Gandhi’s vision, the only way that India would progress was is small pockets at the local level. Only by solving the crisis at the local level and in turn repeating it throughout the country could a patchwork of unity be established. This is what Gandhi spoke of when he adopted the term *servodaya* which typified renewal and the awakening of

the spirit, a term which has since then taken on the notion of progress and advancement in the hands of more political writers.

### **The problem**

The problems faced by tribal people in Maharashtra, continue to be those faced by the tribal community at large i.e., limited resources, poor administration of tribes from central and state governments, funding priorities often focusing on inappropriate scheme such as construction programmes, which have little positive effect on economic conditions and real improvement of lifestyle. In addition, poor returns from lands have forced tribes to follow subsidiary occupations to supplement their income i.e., forest labour, hunting and gathering, collecting and selling wood and charcoal. Generally, lack of skill and monetary resources inhibit their efforts to improve their economic condition.

The original needs and problems identified by the Pal people revolved around health, water supply and assistance with agricultural difficulties and implementation of a suitable agricultural programme. After addressing these concerns, the need for programmes related to employment quickly emerged if these people were to remain settled in their villages. Education was also seen as necessary if villagers were to conduct their own affairs, be involved in bank loans and marketing and to actively participate in the co-operative society for agriculture and farming which was developed in the 1950s. There was also the immediate need to establish roads and wells in addition to solving problems related to land control.

The problems of employment were thus related to problems of education, since for these people dairy and agricultural programmes are connected with training in skill areas completely foreign to tribal people's traditional lifestyle. However, formal education was generally considered beyond the reach of the general community and it could be argued even outside their real areas of need. While education programmes, which could broadly be called formal, non-formal and informal, can be seen to operate in the Pal situation in the 1980s, sharp distinctions tend to be blurred as one or the other runs into an alternative programme. What becomes clearly important are the questions of how the particular form of education will affect the lifestyle of the community and whether it becomes a means of power for the few or a means of change for the many.

### **The education programme**

Five hundred and fifty students, many from outlying villages enter at class one of the *ashram* school at Pal where they lived for the year, returning

once or twice every twelve months, Conditions were simple, with classrooms doubling as living quarters. Several leaders in the villages were past pupils of the school and president of the development association operating there, *Satpuda Vikas Mandal* (Satpuda, a nearby mountain range, development association) believed that after education pupils would return to the villages and so form part of a new band of trained leaders.

At the primary school level, traditional subjects which seem to have little bearing on village lifestyle were taught. However, simple reading literacy and numeracy skills could be appropriate for those involved in dairy projects, for purchasing cattle from district markets and in obtaining loans from banks, the latter assisted by overseas development aid, as well as financial assistance from the *Satpuda Vikas Mandal*. The emphasis on hygiene and experience with local medicinal plants in science classes appeared the most useful knowledge gained in the school, though one would question whether a formal structure was necessary to impart this. As all teachers in the school were past pupils, they saw this as education by and for themselves.

A post-basic school with 220 students, while continuing along more formal lines in regard to curriculum and methodology, showed more evidence of community involvement and direction in its work experience and elective programmes. Students designed and carried out gardening (6 acres out of 125 school acres were cultivated). Filling in the dry water course, levelling hills and planting was part of the "learning for life" emphasis in the post basic sector. In addition to the formal curriculum (Hindi, Marathi, English, Maths and Science, History, Geography and Civics), several hours each week were given over to "work experience" and voluntary extra curricular work on agriculture. These incorporated a non-formal approach to instruction and involved members of the wider village community, particularly the agricultural sector at Pal. This "work experience" was seen as a direct link with future employment in the village.

Other activities included sewing, welding, making and mending small spirit and gas stoves and electrical gadgets, drawing, cooking and agriculture. Students were free to develop other skills as the opportunities presented themselves e.g., brickmaking. Any two areas were studied over the three years of post-basic education and for the work done, students could theoretically raise extra money. In comparison with the agricultural programme, however, this "learning for living" seemed less ambitious and suffered from lack of equipment and possibly lack of expertise in the areas required.

The agricultural programme in the school emerged as a significant aspect of the non-formal programme within a formal structure and certainly relevant to the whole rural development context. The sixty-six acres of land granted to the Pal *ashram* was used as a demonstration centre for local farmers as well as providing practical farming experience, besides food and income for students. Generally, fifty square feet of the school agricultural land was given to each student to work. Different sized footage was also given to students according to their work capacity, so that hard working or successful students benefit by increased sized plots. Water, seed and fertilizer were given by *Satpuda Vikas Mandal*, while skills such as tree grafting and pruning were taught by members of the association, particularly those who have been involved in the experimentation project with the neighbouring Centre for Agricultural Awakening. As Saraf (1980) stressed, the important aspect of planning in such an educational setting is to decide how formal non-formal sectors of education can be integrated and linked effectively with the community at large and therefore make education relevant.

As well as involving members of the local community in agricultural experiments, i.e., changes in crop production related to new strains of groundnut and sunflower, the Centre for Agricultural Awakening conducted symposia and training camps as well as developing cattle breeding programmes for local people. Forty farming courses were conducted each year, twenty at the Centre, and the rest in different villages. The courses of three to five days, open to men and women, also included basic training in other areas such as education, health and communications. Apart from these courses conducted by the local development association, villagers frequently visited other villages discussing innovative practices or problems which had been developed.

The community involvement in this "education" was striking and local farmers even arranged for such courses if they needed to survey or display the work of a particular village or receive instruction "in the field" on the experimental plots. The exchange at this stage was far more informal, with farmers learning from each other. Local involvement was also observed in the dairy project, where many villagers adopted new methods after observing and studying results of milking introduced species rather than local Indian cattle. Use of cross bred cows meant longer periods of milking each year. Subsequently, milk was then sold to the Milk Federation after being tested by tribal workers who operated the *asharma* dairy. In addition to payment, workers received half a litre of milk each day, which was

in addition to their diet. Tribal people involved in the dairy project were also able to make use of the artificial insemination programme free of charge, though they were encouraged by the association to charge other villagers a small fee if using bulls from the programme. Thus, an additional source of income was available for tribals who had few alternative sources of income.

### **The impact**

One of the major features involved in development is that of problem definition and solution by the people involved at the grass roots level, those who feel the pain of poverty and experience the pleasure of determining the direction of their lives. Development in the Pal situation was through the integration of various sectors in society, the integration of the community for effectiveness and the integration of various facets of activities within the programme. The ultimate aim of the Pal project was that the administration of the whole programme should be taken over completely by local people.

At the time of observation it appeared that the rather sophisticated level of planning and administration had not engaged sufficiently "qualified" tribal on a wide level. However, the sharing of resources and more particularly experience and expertise was evident on the educational level as villagers participated in agricultural and health camps. The pooling of human resources and ideas could be seen to lead to a more effective use of time and personnel as well as leading those involved to become not only part of the process but in fact, on the way to becoming the leaders and planners. In assessing the actual extent of community education, i.e., involvement of the community on various levels in educational projects, the development association appeared to act as the main force behind the project. However, support and co-operation in the various "camps" pointed to the likelihood of villagers providing the necessary stimulus for continuity.

On another level, the programme saw specific development principles in action through the tribal people themselves. Specifically trained indigenous personnel carried out the work, which several years ago had been done by the "experts". Though initiative for all projects appeared to come from outside the village community, villagers could at least see themselves as self-sufficient. At the administrative level, although several middle level managers were tribal members the *Mandal* hierarchy featured predominantly in the planning and organization of projects. There was constant mention of leadership training, but this needed to be qualified by the fact that at

least two of the Mandal leaders had remained significant leaders in the project for some time, a problem often surrounding development programmes established by charismatic figures.

It seemed significant that at least 25 per cent of the tribal people (since only 75 per cent children attended any form of schooling) saw formal education as having no bearing on improvement of lifestyle, employment prospects and overall happiness—a factor which led to the decision to promote skill training in the work experience and agricultural programme of the secondary school. These skills met the needs which had been neglected by the more formal education of the primary schools. As needs are identified by the villagers themselves, educational programmes and techniques are to be reconsidered and reviewed.

In the development context, the importance of community participation in education, where the people themselves emerge as leading the improvement in health, living conditions and lifestyle cannot be overemphasized. Conclusions drawn elsewhere in regard to literacy campaigns could also be applied to community education in its broadest sense.

Literacy campaigns should be based on the problems people have to tackle, such as health and childcare, so as to meet real needs. Participants should learn things they consider useful. Care must be taken to avoid a situation where learning to read and write has little meaning in the real life of the peasants . . . (Development Education Exchange, 1982. 82/4).

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B. Krishna Reddy

P. V. Subba Reddy

## *A Study on Reading Interests of Neo-Literates*

Education is essential for human development. Democracy cannot function without education. Eradication of illiteracy is basic to national development. The Father of the Nation, Mahatma Gandhi emphasised that education is the basic tool to achieve nationhood.

Many studies on adult education have proved that the literacy programmes cannot yield good results in the absence of a conducive learning environment and effective programmes of post literacy. It has been established that past efforts to institutionalise post-literacy and continuing education programmes were inadequate and there was an urgent need to create permanent structures and facilities for the purpose. It was decided in February 1988 to establish Jan Sikshan Nilyams (JSNs) all over the country in a phased manner. The basic objective in the planning of post-literacy and

continuing education programmes is to ensure retention of literacy skills, provision of facilities to enable the learners to continue their learning beyond elementary literacy and to create scope for application of their learning to their living conditions. A number of JSNs have been started by Government and the Voluntary Agencies. The authorities are supplying books to JSNs on a huge scale without paying much attention to the abilities and interests of neo-literates. What are the reading interests of the neo-literates? What type of books are needed for JSNs? These are the two pertinent questions which are related to each other. The latter is as important as the former.

The present study aims at to find out the reading interests of neo-literates.

### **Research Tool**

A check-list with 31 items was prepared and it was administered to a sample of 80 neo-literates of Jammalamadugu adult education project of Cuddapah district. The responses were collected, analysed and interpreted in the light of the objective of the study.

### **Analysis and interpretation of results**

The responses collected from the respondents were pooled together and they were arranged in rank order preference.

TABLE 1

<i>Serial Number</i>	<i>Item</i>	<i>Rank</i>
1.	Daily News papers	1
2.	Weeklies	2
3.	Cine Magazines	3
4.	Novels	4
5.	Balamitra and Chandamama	5
6.	Books on health	6.5
7.	Books on histories of national leaders	6.5
8.	Small story books	6
9.	Books on home affairs	9
10.	Books on comics	10.5
11.	Songs books	10.5
12.	Books relating to occupations	12

13.	Books on play lets	13.5
14.	Books on mythology	13.5
15, 16.	Books on agriculture,	16.5
17, 18.	Books on nutritious food, Books on legal knowledge, Books on sports/games.	

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From the table above it can be said that the neo-literates are interested to read daily news papers. This was the first preference of the neo-literates. It was followed by weeklies, cine magazines, novels, Balamitras and Chandamamas.

This indicates that the books with good illustrations have mostly been preferred by the neo-literates.

The 6th to the 10th preferences of neo-literates are books on health, books on the histories of national leaders, small story books, books on comics and books on songs. Books on occupations received the 12th rank. This shows that there is a gap between occupation and the reading interest of the neo-literates. The other items leastly preferred by the neo-literates were not shown in the table.

### **Conclusion**

In view of the preferences of the neo-literates, the implementing agencies of post-literacy activities should consider the reading interests while selecting the books for JSNs. The major reading interests of the neo-literates are daily newspapers, weeklies, cine magazines, novels, Balamitra and Chandamamas on one hand and on the other hand books on health, books on home affairs and books relating to occupations.

Besides the above, it is observed in some of the books that the letter size was very small. There were also books without any illustrations and the sizes of the books vary from one publisher to another publisher. In this context the suggestions made by the National Book Trust, India, (NBT) for authors, illustrators and publishers are note worthy. Hence the following should be considered while developing the material for neo-literate reader.

- I. (1) The neo-literate has limited reading ability and he is not a habitual reader; also he is not familiar with the standard or formal language. Therefore, the author should familiarise himself/hereself with these features.

- (2) As the neo-literate is a user of oral mode and style of language, and it is often highly functional and has an adequate and active vocabulary, it is desirable for the author to familiarise himself/herself with the neo-literates' language by interviewing them.
- II. As the neo-literate is a fully matured human being with a specific value system as well as a world-view, the author must select themes that would be of interest to a neo-literate reader. The basic requirement in selection and treatment of themes would be to enlarge upon the life around him/her and to provide entertainment and human interest. Keeping this in view the National Book Trust, India has suggested the following :
- (1) The theme should not present an activity with which the reader is not familiar.
  - (2) The theme must make the reader reflect on his/her socio-economic conditions as well as his/her environment.
  - (3) The theme should make the reader reflect on how he/she can improve his/her condition and take advantage of developmental opportunities.
  - (4) The theme should make the reader look for solutions to his/her immediate problems.
  - (5) The theme should make the reader aware of national concerns and issues.
- III. Regarding illustrations for books for the neo-literates the following suggestions have been made by the National Book Trust, India.
- (1) Visuals and words have to work closely together.
  - (2) Obvious situations and objects need not be visually portrayed.
  - (3) If the text is for recreation, then dramatic situations may be visually depicted.
  - (4) If the style is realistic, then the colours should also be realistic.
  - (5) Illustrations should be native to the culture, i.e., they should depict authentic landscape, costumes, flora and fauna etc.

- (6) The illustrations should use realistic techniques to convey abstract ideas.
- (7) Illustrations may occupy 30-40 per cent space in the book.
- (8) Clarity, authenticity and attractiveness are the most important factors.
- (9) Illustrations shall be in two colours, with the cover in maximum three colours, in realistic and attractive style.

IV. (1) For publishers it is suggested by the National Book Trust, India, that for the size of a book for the neo-literates, though not strictly prescribed, the desirable norms would be

$$\frac{20 \times 30}{8} \quad \text{or} \quad \frac{18 \times 22}{8} \quad \text{or} \quad \frac{17 \times 27}{8}$$

- (1) Regarding the type-size and quality of paper the it is suggested that the type-size would vary from 16 pt black to 24 pt black, depending on the size of the book and literacy level of prospective readers. Besides the type-size, usage of the standard shapes of letters is important. Good quality white printing paper should be used so that the print on one side is not visible on the other.
- (3) Regarding binding, the central stapling or two staples at equal distance should be done depending on the number of pages upto a maximum of 64 pages.

In view of the reading interests of neo-literates the author may be suggested to select suitable themes and those may be designed according to suggestions made by NBT, India.

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Kunda Supekar  
Archana Bajpayee  
Ritu Sharma

## *Training Needs of Instructors*

The instructor is the key person of the adult education programme. The study was conducted to assess the training needs of the instructors.

The State of Madhya Pradesh was taken as the universe. The respondents included workers from different categories, i.e., the Instructors, Supervisors, Project Officers and District Adult Education Officers. The total sample of the study comprised of 28 Projects, 13 were from tribal area, 10 rural, one organised by a voluntary organisation and four by universities. Thus the sample had 100 Instructors and 30 Supervisors as respondents.

The adult education functionaries provided the primary source for data collection. The secondary sources for the collection of data included the reports and the feedback received from the field. Information obtained from discussions and meetings were also used.

The suggestions put forth regarding Instructors' training were :

- (1) Duration of the training should be changed.
- (2) Pre-service training, rather than inservice training, should be an essential feature.
- (3) Training curriculum should also include topics on government schemes and policies.

- (4) The place of the training should be by the side of approachable roads and far from noisy areas.

TABLE NO. 1  
**Suggestions regarding material**

<i>S. No.</i>	<i>Alternatives</i>	<i>Frequency/Percentage</i>
1.	Material complete	16%
2.	Availability before hand	6%
3.	Quality improved	16%
4.	Attractive material	3%
5.	Box to keep materials	5%
6.	N.R.	54%
	<b>Total</b>	<b>100%</b>

- (1) Regarding material supply, majority of the Instructors wanted that complete material should reach their centres and their quality should be good.
- (2) Others suggested that the material should reach them before the classes begin.
- (3) According to some Instructors, they need a box to store the material.
- (4) A few Instructors have suggested for some attractive material which would help in making the training interesting.

TABLE NO. 2  
**Other Suggestions**

<i>S. No.</i>	<i>Alternatives</i>	<i>Frequency/Percentage</i>
1.	Local problems	13%
2.	Local intellectuals	1%
3.	Professional training	7%
4.	Honorarium distribution	8%
5.	N.R.	71%
	<b>To'al</b>	<b>100%</b>

- (1) The Instructors reported that the present system of honorarium distribution is not proper. It should be improved. They should get the money in time and without any harassment.
- (2) One suggestion was that some special orientation on 'how to motivate the people and secure their participation in the programme' should be arranged for the Instructors.

- (3) The Instructors also suggested that some economic benefits should be provided to the beneficiaries of adult education centres. This will be of great help in motivating the people, as direct economic gain will be available to them.

Some of the major suggestions from supervisors are as follows :

- (1) The Supervisors suggest that they should get the allotment of training funds before hand.
- (2) They want the training programme to be conducted in an interesting way.
- (3) Most of the Supervisors feel that the duration of training should be increased.
- (4) Ten per cent of the Supervisors desire that related training material should be supplied to them.
- (5) Some of the Supervisors have also suggested that in the training programme some such issues should also be taken up, which are helpful in developing values and character in the workers.

TABLE NO. 3

**Suggestions on material supply**

<i>S. No.</i>	<i>Alternatives</i>	<i>Frequency</i>	<i>Percentage</i>
1.	Should reach at proper time	12	40%
2,	Quality	7	23.33%
3.	Complete material	5	16.67%
4.	Supplementary material	2	6.67%
5.	N.R.	4	13.33%
	Total	30	100%

- (1) About the material supply, 40 per cent of Supervisors have reported that they do not get it in time. Usually, they have to manage without the necessary material as the basic literacy material.
- (2) Many of them feel that the quality of the material supplied should be improved.
- (3) Nearly 17 per cent of the Supervisor expressed the view that they should get the complete material at a time and it should be given before the beginning of the next session.

TABLE NO. 4  
**Other suggestions**

<i>S. No-</i>	<i>Alternatives</i>	<i>Frequency</i>	<i>Percentage</i>
1.	Officers' Cooperation	6	20%
2.	Income generating prog.	6	20%
3.	Transport facility	3	10%
4.	Voluntary Organisation	1	3.33%
5.	Selection of workers	1	3.33%
6.	Distribution of honorarium	3	10%
7.	Priority by Government	4	13.33%
8.	Proper planning	2	6.67%
9.	N.R.	4	13.33%
	<b>Total</b>	<b>30</b>	<b>100%</b>

Other suggestions by the Supervisors are :

- (1) The officers should cooperate with their subordinates so that only the programme becomes a success.
- (2) Some income generating programmes should be started at the centres to motivate the community.
- (3) A vehicle should be given to the Supervisors for better performance and coverage.
- (4) Selection of workers should be done properly.

TABLE NO 5  
**Suggestions from Project Officers and District Adult Education Officers on training**

<i>S. No.</i>	<i>Alternatives</i>	<i>Frequency</i>	<i>Percentage</i>
1.	Regarding time period	5	25%
2.	About training centre	2	10%
3	Instructor-selection	2	10%
4.	A.V. Aids	3	15%
5.	Help by other departments	2	10%
6.	Intense training	4	20%
7.	N.R.	2	10%
	<b>Total</b>	<b>20</b>	<b>100%</b>

- (1) Regarding training, 25 per cent of the respondents were of the opinion that some alteration should be made in the time schedule of the training programme.
- (2) Most of them felt that training should be given in three phases, each phase lasting for 7 days.
- (3) 20 per cent expressed the need that training programme should be intensive and not superficial.
- (4) Audio-visual aids should be used in training, thus making it more effective and purposeful.
- (5) The place where training is organised should be spacious and comfortable.
- (6) The Officers feel that the selection of the Instructors should be made after thorough scrutiny, so as to set better and efficient field workers.
- (7) The Officers have suggested that experts from other departments should be invited as resource persons.

**Suggestions regarding material :**

1. Regarding material, 60 per cent of Officers have observed that the material is not easily available at the centre and is often incomplete.
  2. 10 per cent of them suggest that necessary material, like specially prepared material for women and material in local languages, should be supplied.
  3. The needs of the area vary and material should be designed accordingly.
- (1) The other suggestions that were given include that the vacant posts should be filled at the earliest. This will improve the functioning of the programme.
  - (2) Motivation camps should be organised to increase the attendance in the centre.

- (3) Some special programmes of public interest should be organised.
- (4) Income generating programmes are also very effective in attracting the community.

### **Conclusion**

The various findings of the study reveal that training has been accepted as a useful component in enriching the programme but it has not succeeded in improving the efficiency of the trainees to the desired level. Usually, the training starts after an Instructor has already spent 3-4 months at his centre. This period, in a way, turns out to be a waste as the Instructor has to work without knowing what to do. Thus, it is suggested that the Instructors' training should essentially be pre-service in character. This will facilitate the Instructor to first know the programme and then plan his strategy of work as per the local situation.

Adult teaching methodologies are essentially a part of the Instructor's training curriculum. Still it is observed that after training when the Instructor goes back to work in the field he normally adopts the alphabet method, due to which the progress of learners is very slow.

The Instructors fail to implement what they gain in their training, because they do not get complete material in time. Besides, the quality of the material is often very poor.

A centre needs slates, chalks, copy books, pencils, roll-up black boards, books, posters and charts. Some indoor games and religious books should also be there to attract the rural masses and familiarize them with the programme.

Adult education programme has to be a people's movement. The non-governmental organisations should also be contacted in order to increase the participation of the people and voluntary organisations.

In order to improve the quality of learning, it is suggested that the number of the learners at each centre should be around fifteen. The normal attendance is even a little below this figure. The expectation of enrolling thirty learners increases the chances of reporting false attendance.

Dhiraj Gosai

## *Motivating the Audience : Few Experiences*

All India Radio, Rajkot has the most powerful transmitter of 300KV in the State of Gujarat. Its service zone comprises of six districts i.e. Amreli, Bhavnagar, Jamnagar, Junagadh, Rajkot and Surendranagar. The total population of the broadcasting zone is more than 50 lakhs. The rate of literacy is about 35 to 40 percent in the region. The rate of women literacy is hardly 20 to 25 per cent in region. The Adult Education programme 'PARASMANI' is the chunk of non-formal education for the age group of 15 to 35 years. With a view to create awareness about literacy among the rural masses this programme has been introduced on October 2, 1985. Functional literacy is the main goal of this programme. AIR, Rajkot is the first station in the state of Gujarat to introduce a special chunk of adult education programme. It is being broadcast on every Wednesday and Saturday at 8.00 PM to 8.15 PM. Most of the Adult Education classes have evening time so the utilization of this programme is very much convenient to these centres.

During October 1985 to September 1986 programmes were planned and produced on the basis of the text-book prepared by the State Resource Centre for Adult Education, Gujarat Vidyapeeth, Ahmedabad. For the planning and production of this programme, the Director, SRC, Gujarat Vidyapeeth, Ahmedabad was consulted.

Looking to the utmost need of women literacy the special programmes for women adult education classes, were planned for one year i.e. October 1986 to September '87. During this period four script-writers workshops were held with the help of SRC. Each workshop was for three days in which media experts and resource personnel of adult education were invited to participate in the programme. Those who were associated and interested in formal or non-formal education, capable of creative writing and who have never contributed for radio broadcast, were the criteria of selection of script-writers for the workshop. Within one year 52 new talents were trained. With these joint efforts PARASMANI programme was established and it was very much appreciated by the listeners. The station regularly gets the feedback from the general as well as target audience. Even the Department of Education, Bhavnagar University launched a research project in order to find out the impact of this programme among the target audience. The result of finding is very much appreciating and praise-worthy.

For one year, those script-writers, who have once participated in the workshop, were not invited for the second time. The concept of script writers' workshop is totally result-oriented. During the workshop the content as well as presentation part of the programme is minutely worked out. The formats of programmes of audio-medium i.e. radio, the spoken language of programmes of adult education, skills of writing the radio-scripts, production techniques, listening sessions, writing and re-writing etc. are the exercises of the scripts writers' workshop. Each script-writer prepares one script, it is discussed, each participant takes active part in the discussion, the suggestions are collected and finally the script is ready at the end of the workshop.

A review committee was formed at the end of the year to evaluate PARASMANI programmes. The committee comprised the persons of widely different views i.e. writers, journalists, social workers, educationists etc. The committee suggested to plan family-serial programmes for one year in which two or three stock characters to be sustained.

Accordingly from October 1987 to September, 1988 family serial play in

the series JHAALARTAANUN (Sacred Evening) was broadcast. For this purpose four script writer workshops were held with the help of SRC and scripts of 52 episodes of the family serial play were prepared. In one such workshop during November 6-8, 1987 the Assistant Director (media), Directorate of Adult Education Govt. of India, New Delhi, also attended and provided the necessary guidance.

The script writer of each episode is different but they sit together, discuss and write together, so that the characteristics of each character and family relations etc. are maintained. The message is conveyed very artistically. JHAALARTAANUN was a family story of a fictitious village KANKAA-VATI woven around the Sarpanch Arjanbhai, his wife, Samjuben and the motivator of adult education class namely Jayantibhai. This family serial programme aroused keen interest among the general listeners and the specific audience. Almost about 150 to 175 letters were received per week in the Education Broadcast Section. A good number of literate persons were motivated to teach illiterate fellows by listening this Parasmani programme. Even the Director of SRC had also received equal number of letters from the listeners enquiring about to start the literacy classes in their respective villages.

AIR, Rajkot has played a crucial role in the field of adult education. It has motivated the mass in Saurashtra region. Almost forty villages of Bhavnagar district have been declared cent percent literate within a short period.

Not only this but AIR, Rajkot itself adopted a village to eradicate illiteracy from that particular village within six months. Village JALIYA of Umrata taluka of Bhavnagar District was made cent percent literate through campaign. Of course, AIR, played the role as a medium. The government machinery, Department of Adult Education, Supervisors, animators, student workers and Office-bearers of Gram Panchayat and adult learners of 15-35 age group were motivated for literacy. Almost at every fortnight there was visit of AIR personnel with talkers, casual folk music artistes, or folk story teller at village JALIYA during this period. It created tremendous enthusiasm among the learners and villagers. The Station Director, Kum. Minal Dixit visited the village frequently during the project.

In October, 1988 a function was held at village JALIYA to felicitate the neo-literates by AIR, Rajkot. The certificates were awarded. The folk music concert was arranged and four episodes of the family serial play JHALARTAANUN were enacted on the stage by the same stock charac-

ters. About six thousands people attended the function from nearby villages. The fictitious village. 'KANKAVATI' turned into realistic, ideal & literate village JALIYA.

To switch over from functional literacy to basic literacy is a real challenge for audio medium like Radio. Basic literacy through Radio was experimented by AIR, Ahmedabad. It was an experiment of Radio vision. The State Resource Centre, Adult Education, Gujarat Vidyapeeth has published a literacy kit for each one teach one movement. It contains 25 pamphlets. AIR and SRC jointly organized two workshops to prepare the scripts of Basic Literacy. The format selected, for basic literacy programme entitled DEEPMALA was popular Bhavai format based on the literacy kit. Each programme was of fifteen minutes duration and each lesson contained two and one symbol. Withing 15 lessons all the letters of alphabet and all the MATRAS were covered. Five programmes were for numeracy and five programmes for comprehension. The listeners were informed well in advance to collect literacy kit from SRC free of cost before the commencement of Deepmala programme. The registered SHROTA MANDALS (listeners club) of special audience programme i.e. Industrial Workers programme were listed for basic literacy programme. They also responded well. It is their experience that if one literate person helps an illiterate person to listen to Deepmala programme and to learn alphabets and Symbols with the help of literacy kit, one can very easily grasp the skill of reading and writing. Its presentation is very interesting and attractive. In the beginning and in the end Rangalo and Rangli will chitchat and sing for about two or three minutes respectively. In between there is a capsule of literacy lesson in which one literate lady comes to the doorstep of illiterate young couple.

The Media Consultant of Directorate of Adult Education, Govt. of India was invited to listen to the programme and to discuss about basic literacy through AIR, It has inspired the Directorate of Adult Education and Director-General of AIR to launch the project REAL (Radio Education for Adult Literacy). This is also a basic literacy programme to be broadcast in Hindi language from 8 AIR Stations, i.e. Agra, Bikaner, Darbhanga, Indore, Jaipur, Patna, Ranchi and Varanasi.

In the respective broadcasting zone ten thousand two-in-onesets will be distributed with Cassettes, visual support material will be printed and distributed, motivators will be trained through Radio itself and about one lakh illiterates will be made literate. This project will commence from 2/10/1990. If it succeeds, it can prove a low cost device for the eradication of illiteracy in a developing country.

Xavier Sebastian

## *A Study of the Extent of Correlation of Attitude and Achievement of Neo-Literates In Cent Percent Literacy Campaign in Kottayam Town*

### **Introduction**

Education is viewed as a means for the transformation of society. Basic education is a part and parcel of minimum needs programme and therefore a national commitment for the well being of the people. Yet the condition of education in India is so pathetic that according to the 1981 census the literacy rate in India is only 36.17%; that of Kerala is 63.8% and that of Kottayam district was 81%. Although the percentage of literacy has improved due to the thrust on universalisation of primary education and continuous implementation of the adult education programme, the number of illiterates has alarmingly increased.

In the year 1939 itself, while stressing the importance of literacy Mahatma Gandhi said "illiteracy is India's sin and shame, we must eradicate it at the earliest". Though he had included adult education as one of the components of constructive programme, its importance unfortunately has been realised very late.

This study is basically an attempt to assess the influence of attitude of neo-literates on achievement in a literacy campaign. The specific objectives of this study are as follows :

- (i) To find out whether there is a significant correlation between attitude and literacy level (achievement).
- (ii) To find out the extent of relationship between attitude and achievement of the neo-literates.

### **The Setting of the Campaign**

In view of the gains of literacy, such as social awareness among the people, decline in infant mortality rate, greater acceptance of small family norm, the National Service Scheme (N.S.S.) of Mahatma Gandhi University Kottayam and the Kottayam Municipality started a joint venture to make Kottayam the first fully literate town in India. This programme is known as the People's Education and Literacy Campaign Kottayam (PELCK). It is a two-in-one programme. Its first component is a 100 day literacy campaign and the second component is a 15 month long people's education campaign.

According to the proposal of N.S.S. of Mahatma Gandhi University, the Ministry of Human Resources Development sanctioned 32 national service volunteers (NSVs) to work on full time basis in the 32 municipal wards of Kottayam. A literacy survey revealed that 2209 people of Kottayam were illiterate.

For the proper implementation of the campaign, volunteer squadres of various categories were formed in each of the 32 wards. This was done to ensure people's participation in this endeavour. The method of instruction used in the campaign was "each one teach one".

### **Data Collection Procedure**

Neo-literates of Kottayam town were the respondents. Out of the total 32 wards, 17 wards (of which 8 from urban and 9 from semi-urban areas) were selected using cluster sampling method and 6 neo-literates from each ward were selected by simple random sampling.

An interview schedule was prepared for data collection giving importance to the attitude achievement of neo-literates. This Schedule mainly consisted of a total of 100 questions, comprising some personal data of neo-literates (20 questions) attitude measurement statements (Likert type scale 40 questions), which were given under five subtitles-General, Motivation of learners, Methods of teaching, Materials supplied and Evaluation of achievement (the lowest and highest value of total score are 40 and 200) and the remaining forty consisted of questions on achievement under the divisions, Reading (10 questions) writing (16 questions) and Numeracy (14 questions) and a total 60 marks was allotted, 20 marks per division. The investigator administered the tests personally.

### **Analysis of the Data**

The data were coded, tabulated and statistically analysed.

**1. Socio-economic status of the learners**

The learners interviewed constituted both men and women. In the literacy campaign 79% of the participants were females and the rest males. In the selection of the sampling also this proportionality was kept. Among the 21% male, 18% were married and 3% were unmarried and among the 79% women, 66% were married, 7% were unmarried, 1% divorced, 3% were widows and 2% separated. Majority of the neo-literates (learners) belonged to working class. They earn their livelihood by working on daily wage basis in farms and construction yards. About 4% of the learners have their own land and the rest are living in colonies. A common feature observed in most of the houses was that an average size of a family constituted about 7 members.

**2. Correlation between Attitude and Achievement**

At first the arithmetic mean and then the standard deviation of attitude and achievement were calculated. The standard deviation is calculated using the formula

$$\sigma = \sqrt{\frac{\sum d^2}{N}} ;$$

where 'σ' stands for the standard deviation, 'Σd<sup>2</sup>' for the sum of the Squares of the deviations measured from the arithmetic average and 'N' for the number of items. Then Co-relation (r) (relationship between two variables in which changes in the values of one variable, the values of the other variable also change) is calculated using

$$r = \frac{\sum xy}{\sqrt{\sum x^2 \sum y^2}}$$

Where X is the attitude score and Y achievement score. The probable error is also calculated using.

$$\text{Probable error} = 0.6745 \times \frac{1-r^2}{\sqrt{n}}$$

3. To find the extent of relationship between attitude and achievement of neo-literates, regression equation of achievement (Y) on attitude (X) is formulated.

Regression equation of 'Y' on 'X' is

$$Y - \bar{Y} = \frac{rS_y}{S_x} (x - \bar{x})$$

where  $\bar{y}$  is the arithmetic mean of achievement,  $\bar{x}$  is the arithmetic mean of attitude, 'r' correlation,  $S_y$  standard deviation of achievement and  $S_x$  that of attitude.

### Findings

The main findings are :

(i) There is a positive correlation between attitude and achievement (literacy level) and it is found to be 0.6782. The correlation of the universe is also calculated and it is found to be in between 0.6418 and 0.7146.

(ii) The extent of relationship between attitude and achievement of neo-literates can be found out by the equation  $Y = 0.3434X - 26.7727$  (where Y stands for achievement score and X stands for attitude score). From the regression graph, it can be easily seen that higher the attitude of the learners, the higher will be their achievement.

(iii) The percentage of high achievers of literacy is 18%; average achievers 67% and low achievers 15%. (Those getting scores at or above  $(M + \sigma)$ , where M = arithmetic mean,  $\sigma$  = standard deviation; were classified as high achievers and those getting scores at or below  $(M - \sigma)$  were classified as low achievers and the remaining respondents as average achievers). In the analysis of attitude score also the same percentage of high, average and low attitudes was found.

These findings showed that attitude has a decisive influence on achievement (literacy level).

(iv) The respondents were economically poor and 80% of them belonged to backward classes. 69% of the respondents had an annual income below Rs 4,800/- only and all the respondents come under the annual income below Rs. 7,200/-. This shows that there was a significant correlation between poverty and illiteracy.

The overall impact of the literacy campaign has been satisfactory. It helped the respondents to throw away their inferiority complex and encouraged them to involve and participate in developmental programmes. It also created social awareness among the neo-literates. This campaign suggests that if much more attention is given, the existing adult literacy programme can control the mass illiteracy to a great extent.

On the basis of the study conducted and the analysis made some suggestions are put forth for the more successful launching of literacy campaigns.

# Content

1. Favourable conditions must be created for the illiterates to increase their attitude towards literacy.
2. Mass mobilization is the only way for eradicating illiteracy to a considerable extent and also in a short period of time.
3. Making of a good rapport between teachers and learners is very essential for the success of a literacy campaign.
4. A systematic effort in building up mass awareness is necessary to make a literacy campaign effective.
5. While appointing instructors it is to be kept in mind that those who hail from the same cultural milieu and community of the learners are able to understand the peculiarities of the learners more easily and accurately.
6. Involvement of students should be increased by making literacy work as part of study service, work experience and social/national service.
7. Newspapers and magazines for neo-literates must be published and provided to them free of cost helping them retain the acquired literacy.
8. The expenditure of this type of campaign must be reduced and the duration of this type of campaign must be enhanced.
9. Follow up action of literacy campaign must be intensified.

### **Conclusion**

The present study, it is hoped, will prove to be useful in obtaining a better understanding of the influence of attitude on literacy achievement.

The success of literacy campaign in Kottayam town and the declaration of this town as the first cent percent literate town in India, paved the way to initiate action to extend this effort in other parts of Kerala.

Ernakulam became the first cent percent literate district in India. Recently 100% literacy has been achieved in Kerala. Efforts are now being made for removing illiteracy from different parts of the country through mass literacy campaigns. Thus the micro level effort at Kottayam town to remove one of the evils of the nation—illiteracy—inspired the people. It is beyond doubt that the literacy campaign in Kottayam town is a pioneer movement to achieve 100% literacy in India in the years to come.

G. Goyal  
Deep Raman

*Educating Rural Women  
About Household and  
Environmental Sanitation*

Sanitation word has been derived from the latin word *Sanitas* which means a state of health. Household and environmental sanitation means the control of all those factors in the house and surroundings which cause or may cause adverse effects on man's health. Most of the people in India, live in villages. The country cannot make sound progress unless its rural conditions are improved. Though after independence India has progressed a lot, yet spread of diseases, environmental pollution, growth of harmful organisms, improper disposal of sewage and refuse, insanitary conditions of food supply etc. are the common problems prevalent in our society. At present, the question of improving the sanitation in villages is engaging much attention of both the Government and the voluntary welfare organization as the villagers are ignorant particularly on health matters. The villagers need to be provided knowledge of health and healthy living. The dangers of insanitary habits, over-crowding, effects of ill-ventilation, unhygienic surroundings should be impressed upon them.

The knowledge about the household and environmental sanitation may be provided by using one or more or combination of teaching methods and materials. The teaching aids having more of written component may not

be that effective as the pictorial or illustrative with lesser written material as the rate of women literacy in rural areas is quite low. Research evidences also show that there was more gain and retention of knowledge by the use of different visual aids than just delivering a lecture (Rao, 1964, Subramanyan 1976, Gupta 1981, Manchanda-Hansra, 1983). The present study keeping in mind the above points, was conducted with the following objective :

- To impart knowledge about household and environmental sanitation with coloured photographs and flip-chart.

## **METHODOLOGY**

### **Selection of Sample**

The study was conducted in two randomly selected villages of Ludhiana Block namely Pamali and Gahora. In order to ensure homogeneity of the groups, the respondents were equated on the basis of age and education level. Thirty farm women were randomly selected from each village who belonged to the age group of 21-40 years and education level of primary to matric. Group of farm women selected from village Pamali was considered as Experimental Group-I and group from village Gahora was considered as Experimental Group-II.

### **Selection of the Message**

The relevant material on the topic household sanitation was collected. The material collected was cyclostyled and distributed among Home Science experts to pass their valuable judgement on contents of household sanitation. The suggestions were incorporated and the following messages were finally selected for imparting knowledge :

1. Use of wiremesh windows and doors in the house especially in kitchen.
2. Cemented and covered household drainage system.
3. Use of smokeless chullha.
4. Use of Garbage basket with a lid.
5. Using kitchen waste water in the kitchen garden.
6. Remove cobwebs with a brush having a long handle.
7. Dust each article in the room before mopping.
8. Mop the floor with water containing few drops of Phenyle concentrate.

9. Use of well-ventilated pit-type latrine.
10. Use of bricked-floor for the cattle-shed slightly slanting downwards from feeding place.
11. Use cow-dung wisely by having a cow-dung gas plant.
12. Cover the garbage heap of the village with loose soil and spray it with D.D.T.

Coloured photographs related to the script of household sanitation were taken in actual situations. The size of the photographs used for the research was 10" × 12". There were total 13 photographs. The photographs were mounted on cardboard (11" × 13" size) with the help of velcro. Flip chart of 17½" × 23" size (with coloured blank charts), 1½" size captions in punjabi language with coloured photographs was prepared. It is note worthy to mention here that to reduce the cost of preparation of aids, same coloured photographs were stuck on the flip charts in position with the help of velcro.

The research instrument comprised of two parts : Part I was so designed to get the informatinn regarding various socio-personal characteristics such as age, education, family occupation, family type and size, mass media exposure and extension contacts of the respondents. Part II was the knowledge test consisting of 15 true-false type and 15 multiple choice type items from content area of household sanitation. The instrument for data collection was pretested on non-sampled respondents. The item analysis was used to find out the item difficulty index and item discriminating power, which ranged from 20 to 80 per cent and .20 to .80 respectively. The maximum possible scores for knowledge test were equal to the number of items framed in knowledge test.

#### **Collection and Analysis of Data**

The knowledge test was administered to both the groups before and after the exposure of the treatment. After 14 days same knowledge test was administered to determine the retention of knowledge. The data were statistically analysed.

### **FINDINGS**

#### **Gain in Knowledge and Retention of Knowledge by the Use of Teaching Aids**

Figures in Table 1 indicate that In terms of gain and retention of knowledge, the Experimental Group I which was given treatment with lecture

and flip chart gained and retained more knowledge than the Experimental Group II, which was given treatment with lecture and photographs. The reason for the same may be due to flip chart which was having coloured background and captions with coloured photographs which might have helped the respondents to understand lecture well whereas in photographs coloured background and captions were missing.

TABLE 1

**Calculated Paired 't' test Values of Gain and Retention of Knowledge Through Both the Treatments**

<i>Treatment (Experimental Group)</i>	<i>Gain in Knowledge</i>		<i>Retention of Knowledge</i>	
	<i>Mean Scores</i>	<i>Calculated 't' value</i>	<i>Mean Score</i>	<i>Calculated 't' value</i>
Lecture with flip chart (I)	12.86	16.86**	11.66	13.12**
Lecture with photographs (II)	11.60	15.73**	10.73	12.64**

d.f. 29 for paired 't' test.

\*\* Significant at 0.01 level.

Paired 't' test values show that there was significant gain in knowledge and retention of knowledge by the use of both the teaching aids. The findings of the present study have been supported by Subramanyan (1976), Gupta (1981) Manchanda and Hansra (1983) and Mangat (1984) who concluded that there was significant gain and retention of knowledge by the use of different media.

#### **Relative Effectiveness of Teaching Aids**

Calculated 't' values in Table 2 indicate non-significant difference between mean scores of two group both for gain and retention of knowledge.

As there was no real difference between mean knowledge gain scores and mean knowledge retention scores with the use of both the teaching aids. Therefore, it can be ascertained that both the teaching aids did not vary much in their effectiveness and were, thus, almost equally effective.

TABLE 2

**Significance of Difference of Mean Gain and Retention of  
Knowledge of two Groups**

<i>Treatments Compared</i>	<i>Difference between mean gain in knowledge scores</i>	<i>Calculated 't' value</i>	<i>Difference between mean retention of knowledge scores</i>	<i>Calculated 't' value</i>
Lecture and flip chart with lecture and photographs	1.26	1.012 NS	0.93	0.67 NS

NS — Non-significant

### CONCLUSION

The present study revealed that there was a significant gain and retention of knowledge through the use of photographs and flip chart. In terms of mean gain and retention of knowledge, flip chart was better than photographs as the difference of mean gain and retention of knowledge, through both the teaching aids was statistically non-significant. Therefore, keeping the cost and labour involved in the preparation of flip chart, photographs to be utilized, as teaching aid is recommended. Photographs also have the additional benefits of speaking the universal language which may be used with any group of women irrespective of education, region or language. Developing photographs on the local conditions and involving local people will be more effective than those of standard ones.

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Mewa Singh Chahal

Amrit Kaur

*A Study of Factors which  
Motivate Rural Adults to Attend  
Government Run Adult Education  
Centres in Punjab*

Education is the most essential human value. Education is not only an economic and social necessity but also the top most human right. In the present day world of science and technology efficiency and productivity of the workers are influenced by their ability to acquire knowledge and skills through education and training for which literacy is a necessary foundation. Thus, it has become necessary to make the illiterate persons realise that education can help them to earn more, to improve their standard of living and to become more active associates in developing the economy. If an individual is motivated properly he will put forth his maximum effort to become literate. A number of educational psychologists have also emphasised that motivation plays an important role in child learning as well as adult learning. The success of an adult education programme depends upon the active participation of adult learners and the performance of adult learners depends to a large extent on the factors which motivate them.

The position of Punjab with regard to the status of adult education is only slightly better than the rest of the country. As per 1971 census, the literacy percentages in India and Punjab were 29.35 and 33.39 respectively. In 1981 in India the percentages of literacy (excluding Assam) including the age group 0-4 was 36.23, the corresponding figure for Punjab being 40.86. There are wide discrepancies in the literacy rate of different districts in Punjab. In 1981, the rate of literacy in Ludhiana was 50.60 whereas rate of literacy in Bathinda was only 27.72. There are also wide discrepancies in the literacy percentage of male and female adults. According to the Occasional Paper No. 1 Ministry of Home Affairs, Govt. of India, 1987, Punjab will take 61 years to attain 85% literacy. In attaining the target of cent per cent literacy in Punjab, the motivation among the learners will be a necessary condition. In fact, the motivation of participants should be the guiding factor in formulating the adult education programme. Moreover, imparting literacy skills among the illiterates is not to be considered as the end product of adult education programme. The National Policy of Education, Ministry of Human Resource Development, Govt. of

India (1986) and the Seventh Five Year Plan (1986-1990) have emphasised that skills for self-directed learning leading to self reliance should be imparted among the age group of 15-35. For enabling the adults to attain skills for self-directed learning, it is necessary that they are fully motivated for learning. In view of this the present study was designed to identify the factors which motivate rural adults to attend the Government run adult education centres in Punjab. Earlier attempts which have relevance for the present study include those of Nanda (1972), Multani (1980), Rani (1980), Kaur (1982), Multani (1986), and Centre for Research in Rural and Industrial Development (1989). Nanda's (1973) study is one of the earliest studies conducted in Punjab to identify the factors which motivate rural adults to participate in the adult education programme. His sample included 200 adults, 100 (50 male and 50 female) from Patiala district and 100 (50 male and 50 female) from Bathinda district of Punjab. He found that cent per cent of the male and 84 percent of the female adults considered reading and writing to be the motivating factor. Multani (1980) while examining the profile of 200 male adults attending adult education centres run by Punjab Government and Punjabi University, Patiala had found that the reasons given by adults for joining the Adult Education Centre included learning to read (92.5%), learning to write letters and applications etc. (88%), learning to maintain domestic accounts (79%), to read busboards e:c. (68.5%), betterment of occupational status (13%) and to learn signatures (12.0%). Rani (1980), in her sample of 100 male and 100 female rural illiterate adults of Ambala, Haryana found that the motives given by the adults included 174 intellectual motives, 225 emotional motives, 155.5 social motives, 160.5 economic motives, 158.5 political motives and 171.5 recreational motives. Kaur (1982) while evaluating the Government run female adult education centres in Punjab, by taking a sample of 100 female adult learners found that the perceived utility of education received in the adult education centre included help in learning sewing and embroidery (85%) knowledge about functions of Panchayat, (76%) knowledge of right to vote (74%), enhancement of social awareness (69%), increase in income (67%), help in making proper use of money (65%) increase in knowledge about health (60%), help in learning domestic work (34%) and help in attaining further education (13%) Multani (1986) while evaluating the Government run male adult education centres in Punjab found that for the 15-35 year age group the most commonly mentioned area of utility was proper use of money (93.74%), which however was followed by help in domestic life (90.54%), social awareness (82.53%), knowledge about health and hygiene (77.03%), knowledge of functions of panchayat (74.42%), ability to read historical, religious and cultural books and newspapers (70.27%), knowledge of rights and duties (67.57%), proper use of vote (62.46%), increase in income (33.78%) and enhancement of professional efficiency (27.03%); Centre for Research in Rural and Industrial Development. (1989) conducted an evaluation of

adult education centres in Punjab, covering all the aspects of the programme and found that all learners were interested in vocational courses, letter writing, craft work, like knitting, tailoring, candle making, typing, beekeeping and other regional vocations. In the background of these studies the present study was designed to find out the factors which motivate rural adults to attend Government run adult education centres in Punjab.

**Sample**

The sample of the study included 100 adults (50 males and 50 females) from Patiala district of Punjab who were attending the Government run adult education centres.

**Tools**

To obtain the required information a 14-item, *Interview Schedule* (in Punjabi) was prepared by the investigators themselves.

**Procedure**

The adults were contacted in the Adult Education Centres during the regular timings of the adult education centre. Because the average attendance of adults is very low, the investigator requested the respective teachers to call those adults to the adult education centres who were not otherwise present. The data were collected by the investigator through structural interview technique with the help of the *Interview Schedule*.

**Results**

The findings of the study are as follow :

TABLE 1  
**Factors which Motivate the Rural Adults to Attend  
the Adult Education Centres**

Sr. No.	Factors of Motivation	Male (N=50)	Female (N=50)	
1.	Interest in Reading & writing	30	22	1.23
2.	Knowledge about Accounts	49	18	14.34**
3.	Increase in General Knowledge	0	14	14.00**

4.	Reading Newspapers	22	7	7.75**
5.	Health and Child care	0	24	24.00**
6.	Read and Write Letters	2	1	.33
7.	Read Religious books	7	21	7.00
8.	Knowledge about work at home	5	3	.50
9.	For Entertainment	0	8	8.00**
10.	Learn Sewing and Embroidery	0	18	18.00**
11.	Using Money Properly	0	11	11.00**
12.	Knowledge of Agriculture	2	10	5.33*
13.	Kitchen Knowledge	0	9	9.00**
14.	Proper use of Time	0	1	1.00

\*  $p < .05$ , \*\*  $p < .01$

The results are as follows :

1. In the case of adults attending the Government run adult education centres no significant difference was found between the males (60%) and females (44%) with regard to interest in reading and writing as a factor of motivation ( $X^2=1.23$ )
2. Knowledge about accounts as a source of motivation was indicated by more males (98%) than females (36%) as a factor of motivation ( $X^2=14.34$ ,  $p < .01$ ).
3. General knowledge as a factor of motivation was mentioned by more females (28%) than males (0%) ( $X^2=14.00$ ,  $p < .01$ )
4. More females (44%) than males (14%) indicated ability to read newspapers as a factor of motivation ( $X^2=7.75$ ,  $p < .01$ ).
5. More females (48%) than males (0%) indicated health and child care as a factor of motivation  $X^2=24.00$ ,  $p < .01$ ).
6. No significant difference was found between males (4%) and females (2%) with regard to the frequency with which reading and writing letters was mentioned as a factor of motivation ( $X^2=.33$ ).
7. More females (42%) than males (14%) indicated reading of religious books as a source of motivation ( $X^2=7.00$ ,  $p < .01$ ).

8. No significant difference was found between the males (10%) and females (6%) with regard to knowledge of domestic work as a factor of motivation ( $X^2=0.50$ ).
9. More females (16%) than males mentioned entertainment as a factor of motivation ( $X^2=8.00$ ,  $p<.01$ ).
10. Only females (36%) were motivated by learning of sewing and embroidery ( $X^2=18.00$ ,  $p<.01$ ).
11. Only females (22%) had been motivated to join the centres to learn proper use of money ( $X^2=11.00$ ,  $p<.01$ ).
12. More males (20%) than females (4%) indicated knowledge about agriculture as a source of motivation ( $X^2=5.33$ ,  $p<.05$ ).
13. Only females (18%) indicated knowledge about kitchen work as a source of motivation ( $X^2=9.00$ ,  $p<.01$ ).
14. A few females (2%) but none of the males attending Government run adult education centres indicated proper use of time as a factor of motivation ( $X^2=1.00$ ).

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B. B. Mohanty

## *A Mirror To Media Events*

What is mass communication? "A simple description would be transmission of a message of either sharing of knowledge or experience with a large number of people. Thus, communication is a process of social intercourse and mass communication is primarily concerned with the numbers. Even a street corner meeting or a meeting at a panchayat ghar or larger gatherings at festivals or fairs, with or without the use of microphones or loudspeakers, would be considered as situations of mass communication. But in the present age of dominance of communication technology, the concept has acquired a much wider extension." This is how a complicated and dynamic process like mass communication has been explained in a non-technical and popular way in the book\*\* Listening and Viewing : Writings

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\*\*Listening and Viewing : Writings on Mass Media by N.L. Chowla, edited by M.V. Desai; Sanchar Publishing House, New Delhi, 1991, pp. xii+273; price : Rs. 250/-

on Mass Media” by N.L. Chowla, recently published by Sanchar Publishing House, in association with Namedia Foundation. Edited by M.V. Desai, the book has a compilation of fiftyfive articles, out of over 400 articles, radio talks and seminar papers, which the author had left behind at the time of his sudden death in 1989. It reflects the wide range of the author’s interests, be it radio broadcasting, television, folk media, communication technology or communication policy. In the Foreword to the book, Nikhil Chakravartty, Namedia Chairman writes : “He was not only aware of the significance of conflicting trends, but tried in his own way to alert the nation about the problems relating to both radio and television. At a time when the possibilities of the electronic media are once again under public gaze, Chowla’s contribution to the subject will, I am sure, be of immense help.” In the Editor’s Note, M.V. Desai says : “Here we have his thoughtful reactions to the changing contents and techniques of communication. The articles began to be written in 1977. Some appeared in print on the day of his death after an accident on March 10 1989, as also later. They embody a life time of professional dedication to the electronic media. In a field where informed professionals have yet to assert themselves, it is not necessary to stress their relevance to those who seek to inform, educate and entertain through the broadcast media. To the records of media history in India, Nandlal Chowla made a pioneering contribution. One deeply regrets the author and critic in him did not take wings earlier and had his career cut off so suddenly.”

Between the opening article “To Learn, Listen” and the last article “Communication for Development”, the book takes the reader through a wide panorama of the growth of electronic media in India and makes him sensitive to the various problems and issues relating to the same. While concluding the opening article, the author poses some relevant questions : “In independent India, is broadcasting closer to the people? All India Radio and Doordorshan have been assigned a national task. Thus, they have a message, which, as is said, they did not then have. But is the medium professional? Are we concerned with how the message goes through? In other words, is the medium relevant?” On “All India Radio at Sixty”, he writes: “Today, the apparent assumption is that in the TV households there is hardly any listening to the radio. But even if that assumption is correct, should the radio become irrelevant? For one thing, while the number of TV sets in the country is only about 90 lakhs, there are 10 crore radio receivers. How many of the households can afford to own TV sets? Also being cheap, handy and independent on external supply, transistor radios can and do reach out to an incomparably larger part of the population than television

can even hope to cover. Then, Doordarshan is and will continue to be for many years Delhi—centric. It does not meet the needs of the people in their own environments and deal with specific issues through the local medium.” This was written in September 1987, and to-day in 1991, the situation is not very different.

Development communication has to contain a message which is culture-specific and situation-specific. Writing on ‘Communication for Development’ Chowla makes the following observation : I may make a mention of an interesting experiment conducted alongside, for localisation of television. In 1975, the year of SITE, a 1 kilowatt TV transmitter was installed at a village called Pij in Kheda district of Gujarat, in Western India. The transmitter covered some 350 villages in the district. It beamed only one hour’s programme, half of it relayed from the national network through satellite and the other half was area-specific dealing with problems of rural community in that district, including agriculture, health and social change. The programme was transmitted to the viewers through 750 community sets in that area. The community set in each village attracted large audiences. The average number of persons viewing the programme on any evening varied from 135 to 150.” He was of the view that our future development of television will have to be based on the experience of SITE and the Pij transmitter. The book reflects his emphasis that television in India has a dual role to play; besides meeting the national priorities of economic development and political awareness, it will have to meet the needs of specific communities and deal with local problems, whether they relate to social and economic imbalances or transfer and adoption of technology for development in specific areas. In “Support for Adult Education”, written in June 1975, he says : “However, the support of television to adult education will be conditioned not only by its limited reach but also by the lack of production facilities at some of transmitting centres. If the programmes are not locally produced, the impact may remain perfunctory. According to Prof. E.V. Chitnis, one of the significant achievements of SITE was the development of low-cost technology. This calls for an immediate appraisal”.

Communication policy is an integral part of the overall development policy, and after so many years of our independence, we do not have a National Communication Policy. “In many of the debates on communication policies in the recent years,” observes the author, “emphasis has been laid on the linkage between communication and overall development goals. Even if ideological and economic methods to achieve the targets vary, every country has such goals and has recognised the relevance of appropriate communication policies. Therefore, a basic problem has arisen in the integration of

communication development into overall development plans. Communication policies are also linked with the policies formulated for other areas of national activities such as education, culture and science.”

The book discusses media autonomy with authenticity and analyses its various dimensions citing examples and instances from media systems in other countries. The concept of public service broadcasting, as discussed in the book, is the foundation on which media autonomy is based, and in this context, one understands the Prasar Bharati Bill, which was introduced in the Parliament in 1979, and compares it with the one which was introduced in the Parliament by the National Front Government in 1990.

International communication has got its due share in the book, specially through very well written topics such as Media Support for Asian Cooperation, Global Village, Non-aligned News Pool, Cable Radio in Vietnam, Soviet Media, Visual News Exchange, Third World Journalist and Marshal McLuhan.

The book is an excellent treatise on Communication and Mass Media. Communication scholars, media critics, teachers and students of journalism and mass communication will no doubt find the book very illuminating and useful.

An excellent book like this is not free from some shortcomings. One comes across a few spelling errors here and there, may be due to hurried copy editing. The sources of articles, compiled in the book, with their dates of publication, appear towards the end of the book in pages 261-264. It would have been better if the date of publication and the name of the newspaper or magazine in which it was published, would have appeared as a footnote beneath the opening page of each article, so as to enable the reader to keep the historical time frame in mind while going through the same.

As M.V. Desai, the book editor, rightly says : “The effort to put together a selection from Nand Lal Chowla’s articles, therefore, has two ends to serve. It should provide in the readily usable form of a book some of the more enjoyable and more worthwhile articles. It should also hold a mirror to the major media events to which Nand Lal Chowla was an informed and critical witness”. The book has done justice to both the ends. An interesting and educative book like this should appear in a paper-back edition as soon as possible.

## *Adult Education News*

### **ZONAL CONFERENCES ON ADULT EDUCATION**

#### **East Zone**

The East Zone Conference on Adult Education which concluded in Bhubaneswar on December 15, 1990 has urged that both school and college students should be used for adult education programme so as to reach the target of making 8 crore people literate by 1995. But to get their meaningful participation, there should be proper incentives for them, the conference felt.

The Conference noted with concern that there was a paucity of space for adult education centres. Centres being run in the instructor's home is not providing congenial atmosphere for proper conduct of the programme. It recommended that money be provided for taking suitable accommodation on rent for smooth functioning of the adult education centres.

The Conference noted that training needs are not being adequately met and suggested that District Resource Units should be established on priority basis and services of the well established voluntary agencies should be utilized for establishing DRUs.

The Conference noted with concern that grants to voluntary agencies and universities are not released in time. It was immensely effecting the tempo of the adult education programme and is a great hindrance in reaching the target of eradication of illiteracy in the age-group 15-35 by 1995. It urged the Government to take necessary measures for timely supply of funds to these institutions.

The two-day Conference convened by the Indian Adult Education Association in collaboration with the Centre of Adult Education, Continuing Education and Extension Programmes, Utkal University discussed the present position of literacy in the Zone; problems related to adult education in the Zone; the role of students and youth in implementing the literacy programme. It also deliberated on the implementation of education of women and the role of voluntary organisations and universities.

Inaugurating it, Shri C P. Majhi, Minister of Education and Youth Services, Government of Orissa, said that education of the adults occupies an

important place in human resource development. Underlying the need for self education, he said that the Orissa Government is establishing a library in every Panchayat so as to provide continuing education opportunities to the masses.

Shri Majhi said that adult education has a great role in health and family welfare programmes. Most of the hospitals, he felt were over crowded because of the illiteracy among mothers who were not taking proper care of the health of their children. Illiteracy is also proving a great handicap in the success of the family planning programme, he said.

The Minister said that the political will is necessary for the success of the adult education programme. He suggested closing of universities and colleges for two years and engaging all teachers and students for this work.

Dr. R.C. Dass, former Vice-Chancellor, Behrampur University, and Chairman, SRC, Orissa in his address as Guest of Honour urged that through inter-personal communication, the illiterate adults could be motivated to join this programme. Unless this urge comes from within, the programme will not give the desired results, he feared.

Dr. Dass emphasised the need to use modern technology to make a breakthrough in wiping out illiteracy from the East Zone. He said that the learning material should address to the problems of the learners. He also urged the need to produce suitable follow-up material so as to check relapse into illiteracy.

In her presidential address, Smt Bimla Dutta, Chairman, East Zone of the Indian Adult Education Association said that for success of the adult education programme women have to be treated as equal partners and given equal status. She said that all schools and colleges should join hands to eliminate illiteracy from the country specially among women.

Smt. Dutta urged the industrialists to adopt villages for their integrated development. She said that services of well established voluntary organisations should be recognised and adequate funds be provided to them to undertake the programme.

Prof. B.B. Mohanty, Treasurer, IAEA and Professor and Head, Department of Audio-Visual Communication, Indian Institute of Mass Communication, New Delhi outlined the activities of the Association and the objectives of the Conference. He said that adult education should be taken in the broader perspective and should not be limited only to the imparting of three R's. He said that there was a great link between education

and the programme of 'health for all' should have an integral part of 'education for all by 2000'. He offered the services of IAEA in the total literacy programme in Kalihandi district of Orissa.

Prof. Mohanty also spoke on the role of students and youth. He said that non student youth has also an important role in this programme. He said that under MPFL student and youth should be organised through specially trained brigades as has been done in Cuba and Nicaragua. He said that students should also be utilized in motivating adult learners. The school students are more effective in motivating their parents, he felt. The NLM, he said, was a societal mission and it should not be difficult to find willing students for this mission if they were properly motivated.

Earlier, Dr. A.N. Patnaik, Director, Centre of Adult Education, Continuing Education and Extension Programmes, Utkal University welcomed the participants. Shri T.K. Ray, Secretary, East Zone of IAEA and Director, Shramik Vidyapeeth, Paradeep proposed a vote of thanks.

In the first plenary session, Shri J.L. Sachdeva, Director, IAEA presented the Working Paper of the Conference. He suggested that grants to voluntary agencies in the first instance should be released for training only. After successful conduct of training, the balance grant should be released.

For effective participation of college and school students in the programme Shri Sachdeva suggested that proper incentives should be given to get their meaningful involvement in the programme.

Suggesting the importance of education of women, he said that the adult education among women will help in universalising elementary education and will bring us closer to our goal of education for all by the year 2000.

Shri Sachdeva said that small voluntary organisations should be encouraged and promoted to run 5-15 centres and provided the needed technical and financial support.

For the involvement of universities in the adult education programme, he said that universities should implement this programme in a broad manner and their efforts should not be confined to literacy only. Universities should take science and appropriate technology to the people for the improvement of rural life. Universities should play a bigger role in creating scientific temper so as to overcome the problem of superstitions prevalent in the country.

In the second plenary session, Shri S.N. Petro, Minister of Fishery and Animal Husbandry, Government of Orssa, said that only dedicated and committed persons should be selected for the adult education job and should be paid adequately. The students, he said, should also be provided

some incentives to teach illiterate adults. He emphasised the need to use Panchayats for adult education work.

Dr. V. Venkata Seshiah, Additional Director, Directorate of Adult Education, Government of India emphasised the need to promote voluntarism in the adult education programme. He said that the modernisation should be the ultimate objective of adult education programme and the efforts should not be restricted to literacy education only.

Prof. C S. Sarangi, Director, Adult Education, Orissa said that adult education programme should be so designed so as to motivate illiterate adults towards this programme.

The delegates were divided into two groups to discuss the sub-themes of the conference. The group Chairmen and Rapporteurs were; Group I—Chairman—Shri Binay Banerjee, Rapporteur—Smt. Kamala Biswal, Group II—Chairman—Dr. B. Nath and Rapporteur—Dr. Manjit Paul.

The second day started with the third plenary session in which Prof. S. Nath, Dr S.C. Das, Director, State Resource Centre, Dr. T. Kabi, former Vice-Chancellor, Sambalpur University and Shri I.B. Mishra, Retd. Dy. Director, Government of Orissa participated.

Prof. Nath in his address said that adult education programme should liberate teeming millions from illiteracy and superstitions. He said that this programme should be taken on a war footing so as to reach the target by 1995. Literacy should be the main focus of all development programmes, he emphasised.

Prof. T. Kabi said that creation of proper awareness among women is essential for the success of the programme.

Shri Mishra said that education should be taken as a development programme and not treated as a welfare one. For creating awareness, he said, there should be money available for engaging another set of workers to do this work with the help of audio-visual aids. He said that pre-school, non-formal and adult education should come under one banner so as to get desired results.

The valedictory address of the Conference was delivered by Dr. (Mrs.) Kamala Das, Minister of State for Education and Youth Services (Primary and Adult Education), Govt. of Orissa. She said that inspite of 50 years' work in adult education the desired results have not been achieved. This she felt was due to lack of motivation among the illiterates. Low remuneration is another cause of not getting competent people who can deliver the goods. She suggested that the honorarium should be increased atleast to Rs. 300/- p.m. Dr. Das was critical about the functioning of the Jan Shikshan Nilayams. She said that not much use was being made of the JSNs

because they were mostly located in the instructor's homes which have insufficient space for activities of a JSN. She said that NFE and AE should be under one department. In adult education programme functional development should receive priority as it will help in motivating illiterate adults, she added.

Prof. T. Pradhan, Vice-Chancellor, Utkal University said that adult education programme was not being taken seriously by the illiterate adults because they do not see any utility out of this programme. They all feel shy for getting literacy at this stage. He said that there were many negative stories being circulated about this programme. But at many places good work has also been done. The need is to encourage the good work done and proper publicity should be given to the success stories. He underlined the need to undertake this programme on new patterns as traditional and conventional methods were not giving the desired results.

Prof. B.B. Mohanty in his presidential address said that in adult education centralised thinking is going round the country and local needs and aspirations are not being taken care of. He said that if adult education was to become people's movement it should be need based and should respond to the needs and aspirations of the people.

Mr. S. Brahma, Project Officer, Centre of Adult Education, Continuing Education and Extension Programmes, Utkal University proposed a vote of thanks.

### **Recomemndations**

The conference made the following recommendations :

1. The East Zone Conference of the IAEA held in collaboration with the Centre of AE, CE and EP, Utkal University on December 14-15, 1990 at Bhubaneswar feels that the training needs of the adult education funcionarios are not being adequately met and suggests that District Resource Units should be established on priority basis and the existing State Resource Centres should be strengthened. It recommends that well established voluntary agencies should be given District Resource Units for strengthening training aspect of the programme.
2. The Conference feels that the students of both schools and colleges can greatly contribute to the success of the Adult Education programme. But to get their involvement, it is essential that there should be some incentives for them. The Govt. should provide proper incentives to the students so that there is a meaningful involvement from them for the success of the programme.

3. The Conference feels that awareness and functionality are two essential components of adult education programme and special grants should be made available to promote these two components and for their adequate coverage. The Instructor of the centre cannot cover two components and special arrangements should be made for their coverage.
4. The Conference notes with concern that grants to voluntary organisations and universities are not released in time. It is immensely affecting the tempo of adult education programme and is a great hindrance in achieving the target of banishing illiteracy in the age-group 15-35 by 1995. It urges that fool proof arrangements should be made for timely supply of funds to these Institutions.
5. The Conference notes with concern that State Governments are not forwarding the applications of the recognised voluntary organisations or are taking considerably long time in sending the applications to the Central Government for financial assistance. It recommends that the Central Government should follow its rule of sanctioning grant-in-aid to the voluntary agencies if the applications are not forwarded within three months by the State Government.
6. The Conference welcomes the establishment of Jana Shikshan Nilayams but notes with concern that they are not being established in adequate numbers all over the country. Whenever adult education projects are sanctioned the sanction for JSN should also be given so that the neo-literates do not relapse back into illiteracy.
7. The Conference recommends that more School and College students should be utilised for Adult Education Programme during the summer vacations so as to accelerate the process of adult education programme.
8. The Conference notes that there is a paucity of space for adult education centres. The Centre being run in the Instructor's home does not provide proper facilities for the conduct of the programme. It recommends that money should be provided to get suitable accommodation on rent for Adult Education Centres.
9. The Conference feels that for organising effective Adult Education programme for women, the existing Mahila Mandals should be strengthened and the adult education alongwith skill development programmes should be organised in collaboration with them.
10. The Conference feels that there is still lack of coordination among the Government departments and the voluntary organisations. It urges that there should be effective cooperation between the Government departments, universities as also among the voluntary organisations.

**West Zone**

A two-day West Zone Conference on Adult Education was convened by the Indian Adult Education Association (IAEA) in collaboration with Bombay Council of Adult Education and Social Development (BCAESD) in Bombay on Feb. 8-9, 1991. 79 delegates representing the States of Gujarat, Maharashtra and Rajasthan participated. Representatives of Universities of Saurashtra, M.S., Shivaji, Poona, SNDT, Bombay, Rajasthan Vidyapeeth, and Tata Institute of Social Sciences also participated. The SRCs of Gujarat and Maharashtra also deputed delegates.

Inaugurating it, the Mayor of Bombay, Shri Chhagan Bhujbal said that India must be transformed into a largest literate democracy by adult education programmes that focus on employment generation, motivation of learners and teachers and the involvement of voluntary agencies. Shri Bhujbal said that primary education must not be neglected. He stressed that women and under privileged, scheduled castes and tribes must be given special attention. Adult education workers have to play a great role in creating social awareness among the masses to tide over the present difficult time in the country, he added.

Shri B.S. Garg, President, Indian Adult Education Association said that voluntary agencies working for adult education should be given encouragement by the government and more students should be involved in spreading literacy.

He said adult education was not the work of a few people but the whole nation. Educationalists should think seriously on this issue especially at a time when the unity of the country was being threatened.

In Rajasthan there was a provision whereby a person could become a sarpanch of a village only if he was literate and there was no reason why such small measures should not be introduced in the rest of the country, he said. It was unfortunate that in this country, everything revolved on votes and given this atmosphere, little progress could be made, he said.

Basic needs of the people had to be satisfied first if education was to make some headway, he stressed. It should be made a national mission for 'dharam' he added. It was encouraging to note that various educational institutions had started courses for correspondence studies, open universities and this should be stepped up. In Rajasthan, it was compulsory for students to spend some time in villages before they were promoted and even higher secondary students were doing effective work in this field, he said.

The West Zone Chairman, Shri Bhai Bhagwan and Vice-President of the Indian Adult Education Association spelt out the objectives of the Conference. He said the specific problems of the Zone will be the main con-

cern of the Conference. It will also discuss the strategies for solving them; the role of students and youth in the total literacy campaign will also be discussed. He said that zonal conferences are being convened by IAEA to give specific emphasis on the problems faced by the Zone.

Earlier, Dr. JM Gadekar Secretary and Director, BCAESD welcomed the chief guest and the delegates.

Shri KC Choudhary, Hony. General Secretary of the Indian Adult Education Association proposed a vote of thanks.

According to a working paper of literacy in the West Zone presented by Shri J L Sachdeva, Director, IAEA, the percentage of literacy in the states of Gujarat, Maharashtra, Goa and the Union Territories of Daman and Diu was above the national average in 1981. Rajasthan and the Union Territories of Dadra and Nagar Haveli were way below the national average of 36.23 per cent.

The percentages of literacy with regard to rural populations and women were also lower. Besides, atleast 32.96 per cent of households in the country do not have a single literate member. In the west zone, the figure of non-literate households in Gujarat is 23.45 per cent while in Maharashtra it is 19.19 per cent. Rajasthan is 42.07 per cent, Goa, Daman and Diu, it is 16.11 per cent and in Dadra and Nagar Haveli it is 43.35 per cent.

The literacy programme must concentrate on these households and seek to make at least one member literate, he said. Besides, motivation of instructors, a higher monthly honorarium, better training facilities at the adult education centres, and a focus on women will help spread the national literacy movement.

He also advocated that voluntary organisations should get more than the share of 10 per cent in the literacy movement. Ideally, the voluntary organisations must be encouraged to run upto 15 centres and provided the necessary technical and financial support, he felt. Universities must also be involved in this effort, he felt.

During the discussion, the following suggestions were made:

1. Innovative and experimental programmes should be prepared as routine programmes are not giving the desired results.
2. Literacy be linked to the social, economic development of the country.
4. Both college and school students should be given sufficient training before they are inducted in the Mass Programme for Functional Literacy,

3. The head of the family must be motivated if the learners are to be persuaded to attend the adult education programme.
5. Adult Education will give desired results if the community should take the programme as its own.
6. Success stories should be widely publicised so as to motivate teachers and the learners.
7. As 10-15 learners generally attend the centre, the enrolment of 30 should not be insisted upon.
8. It should be made mandatory for the industrial units to provide literacy education to their illiterate employees.

In the plenary session held on the 9th February, the institutional reports were presented. Representatives of Tata Chemicals, Rajasthan Vidyapeeth, Kanjibhai Samaj Shikshan Bhavan Trust, Rajasthan Adult Education Association, SRC, Gujarat Vidyapeeth, SRC, Maharashtra, SNDT Women's University and others presented the reports of their institutions.

The delegates were divided into two groups to discuss sub-themes of the conference. The Group Chairmen were Dr. M. D. Trivedi and Dr. Malti Chakravarty. The rapporteurs were Dr. S.K. Kcjariwal and Dr. (Smt.) S. A. Bapat. The Chief Rapporteur was Dr. N. Y. Gayantonde.

#### **Recommendations**

The West Zone Conference on Adult Education organised by Indian Adult Education Association in collaboration with Bombay Council of Adult Education and Social Development in Bombay on February 8-9, 1991, recommends that to make adult education programme successful socio-psychological and economic barriers should be removed.

2. The Conference notes with concern that the percentage of dropouts is quite high in adult education programme. It suggests that some incentives should be given to learners to check high dropout rate amongst them. The education of children will help in checking high dropout rate, it suggested.

3. The Conference feels that for success of total literacy campaign active involvement of universities and colleges students is essential. But this it feels could be achieved if there are proper incentives for teachers and students of schools and colleges.

4. The Conference feels that adult education has not given desired results because of lack of coordination amongst the various institutions working for it. It recommends that urgent steps should be taken to co-ordinate the work of these institutions so as to avoid duplicacy of work at certain places.

5. The Conference feels that there is lack of suitable reading materials and audio-visual aids for proper conduct of the programme. It recommends

that immediate steps should be taken to set up district resource units (DRUs), so that this problem could be overcome. It recommends that DRUs should be given to well established voluntary organisations and universities actively involved in this programme.

6. The Conference feels that Jan Shikshan Nilayams (JSNs) are effective means for providing follow-up and continuing education opportunities to the new literates and the masses. But to get desired results from the JSNs the conference strongly feels that Prerak should be made a full time person. It also feels that proper accommodation also be provided for proper conduct of all activities of a JSN.

7. The Conference feels that economic betterment of participants is important factor for the success of the programme and recommends that skill development programmes should be organised and additional funds be provided for such type of activities.

8. The Conference feels that motivation of the learners and animators continues to be a great problem. It recommends that research should be conducted in various parts of country to effectively find solution to this problem. Money should be provided for this to the universities, voluntary organisations and other institutions to carry out research activities.

9. The Conference feels that AEC should be combined with various cultural, health and nutrition programmes. Literacy alone will not give the desired results.

10. The Government should give adequate funds, grants to voluntary agencies and should be released timely so that they can play an active role in adult education programme.

11. The Conference feels that the universities in addition to literacy education should be involved in research, experimentation, evaluation and curriculum construction especially in adult and continuing education.

12. The Conference feels that the electronic media and the press have not played the role expected of them in the National Literacy Mission. It calls upon the media to play a significant role so as to create an effective environment for the success of the NLM.

13. The conference feels that training is not given the due importance which it should receive for the success of the programme. It stresses that proper emphasis must be given on training in the total literacy campaigns launched in various parts of the country.

#### **National Institute of Adult Education**

The Government has set up the National Institute of Adult Education (NIAE). It will act as the national level resource centre for adult education.

It has been registered as a Society under the Societies Registration Act of 1860.

The objectives of NIAE include (i) provision of academic and technical resource support for implementation of NLM and adult education programmes of all description; (ii) organisation of training and academic courses, keeping in view the manpower required for the adult education programmes; (iii) continually to work for the improvement of content and process of adult education programme; (iv) preparation of media materials and harnessing of traditional and folk media; (v) Undertaking of diverse kinds of research, evaluation and monitoring activities; (vi) liaison and coordination with all categories of institutions and agencies for the furtherance of these objects.

President of the Institute will be the Union Minister in charge of Education. Other members include senior Union and State officials, UGC Chairman, President. Indian Adult Education Association, Directors of NCERT and NIEPA, three Directors of State Resource Centres and eminent persons from areas of education, literacy, culture, voluntary action, media and women development.

The NIAE will have full functional autonomy. It will have an integrated relationship with the National Literacy Mission Authority under whose overall guidance it will function.

#### **Awareness Camps for Women**

The Indian Adult Education Association organised four one-day awareness camps for women in Trilokpuri (trans Yamuna resettlement colony), Delhi on March 15, 18-20, 1991. The subjects covered were national integration, socio-economic situation in the country, population education and fundamental rights and duties of citizens.

30 women participated.

#### **Workshop for Editors of Journals and Newsletters**

ASPBAE with cooperation of PRIA, New Delhi organised a four-day workshop for editors of adult education journals and newsletters, New Delhi on 29 October -01 November 1990. Participants were from Bangladesh, India, Indonesia, Korea, Malayasia, Pakistan, Phillipines, Singapore, Sri Lanka, Thailand and Unesco-Bangkok. The workshop examined both the perceived and actual role of voluntary organisations in the production and dissemination of information, mainly through the print media. How the NGOs relate to the established media was also of some concern.

Sarvshri N.C. Pant, Vice-President and J.L. Sachdeva, Director, Indian Adult Education Association, attended the workshop.

### **Six Per cent Outlay on Education Mooted**

The two-day meeting of the Central Advisory Board on Education (CABE) which ended in New Delhi on March 9, 1991 has strongly pleaded for raising the expenditure on education to six per cent of the national income. A significant increase in the allocation for education should be made by the States and the Centre in the Eighth Plan. Without additional resources it would not be possible to translate into practice the objective of restructuring education.

The CABE, which consist of several Union Ministers, State Ministers of Education, eminent educationists and officials, has been the highest body on education for the last 55 years. The Board meeting, which was inaugurated by Human Resource Development Minister Rajmangal Pande on March 8, 1991 was later divided into seven working groups dealing with various sectors of education. The concluding session was chaired by West Bengal Education Minister Kanti Biswas.

The working group on adult education and literacy, which was chaired by eminent educationist and former President, Indian Adult Education Association, Dr. Malcolm S. Adiseshiah welcomed the shift that is taking place from the traditional centrebased approach to the campaign approach for the eradication of illiteracy. Total political will, commitment and the unqualified approach of the State Governments are needed for the success of the mass campaign.

The attainment of mass literacy should be linked to the attainment of the national objective of eradication of poverty, achievement of full employment and realisation of the value of national concern like national integration and women's equality. There is need to constitute the State level body to assist the voluntary agencies in the formulation of action plans, monitoring and other promotional activities.

The working group on the education of women, SC, ST and minorities headed by Mr. H S. Lyngdon, Education Minister of Meghalaya, observed that investment in the education of women, SCs, STs and minority communities should be seen as an investment in the development of the country. A special action plan might have to be prepared for addressing the problem of girls' education, and if necessary special funds could be earmarked. A Council to monitor women's education should be set up under the chairmanship of the Chief Minister. For overall educational development of SCs/STs adequate funds should be earmarked for the education sector under the special component plan and the tribal sub-plan of the States and Union Territories and also of the Department of Education. A special drive should be organised at the beginning of every academic session to enroll all children belonging to the Scheduled Castes and Tribes.

**STATEMENT OF OWNERSHIP AND OTHER PARTICULARS  
ABOUT NEWSPAPER**

**INDIAN JOURNAL OF ADULT EDUCATION**

**FORM—IV (See Rule 8)**

- |  |   |
|--|---|
| 1. Place of Publication  | Indian Adult Education Association  |
| 2. Periodicity of its Publication  | Quarterly   |
| 3. Printer's Name<br>Nationality<br>Address  | J.L. Sachdeva<br>Indian<br>17-B, Indraprastha Estate,<br>New Delhi            |
| 4. Publisher's Name<br>Nationality<br>Address  | J.L. Sachdeva<br>Indian<br>17-B, Indraprastha Estate,<br>New Delhi            |
| 5. Editor's Name<br>Nationality<br>Address   | B. B. Mohanty<br>Indian<br>17-B, Indraprastha Estate,<br>New Delhi            |
| 6. Names and addresses of individuals who own the newspaper and partners or shareholders, holding more than one per cent of the total capital. | Indian Adult Education Association<br>17-B, Indraprastha Estate,<br>New Delhi |

I, J.L. Sachdeva hereby declare that the particulars given above are true to the best of my knowledge and belief.

Dated : 28-2-91

J L. Sachdeva  
Signature of Publisher

*Registered with Registrar of Newspapers for India : R.N. 896/57*

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The Indian Adult Education Association founded in 1939, aims at improving the quality of life through education visualized as a continuous and life long process. It directs its efforts towards accelerating adult education a process, a programme and a movement.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It organises 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 the policy, the Association has instituted the Nehru Literacy Award and the Tagore Literacy Award for Women's Literacy for outstanding contribution to the promotion of adult education in the country. It has also instituted the Dr. Zakir Husain Memorial Lecture; which is delivered every year by an educationist of repute and eminence.

The Association has brought out many publications on themes relating to adult education, including the Hindi editions of several UNESCO publications. It brings out the Indian Journal of Adult Education, Proudh Shiksha, Jago aur Jagao and IAEA Newsletter.

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.

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

**Indian  
Journal  
of** **Adult  
Education**

52 No. 3

July-September

1991

**Adult Education and Inequality**

**Literacy and Development**

**Integration of Population Education  
with Adult Education**

**Communication and Extension  
through Literacy**



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**Indian Journal of  
Adult Education**

Published every quarter by the Indian Adult Education Association, 17-B, Indraprastha Estate, New Delhi-110002. Phone : 3319282

Contents of the Indian Journal of Adult Education are indexed in the Current Index to Journals in Education, New York, and the Guide to Indian Periodical Literature, Gurgaon.

ISSN 0019-5006

Subscription

Rs. 40.00 p.a. within India; U.S. \$ 15.00 p.a. overseas, Single Copy Rs. 12.00; US \$ 4.00.

Advertisement rates: full page—Rs. 1000; half page—Rs. 600.

Cover Design : N.N. Sarkar, Indian Institute of Mass Communication, New Delhi.

Printed and published by J.L. Sachdeva for Indian Adult Education Association, 17-B Indraprastha Estate, New Delhi-110002. Printed at Vashist Printing Service, Bhajanpura, Delhi-110053.

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The Indian Journal of Adult Education, first published in 1939, is brought out now as a quarterly by the Indian Adult Education Association. 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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**OUR CONTRIBUTORS**

**S. Shukla** is Professor of Education, Central Institute of Education University of Delhi, Delhi.

**Malcolm Adiseshiah** is Chairman, Madras Institute of Development Studies, Madras.

**Chris Duke** is Professor of Continuing Education, University of Warwick, U.K.

**Candace Corey** is Editorial Assistant in Bimonthly Bulletin of the Christian Medical Commission of the World Council of Churches, Geneva.

**Rita Chopta** is Lecturer, Department of Education, Kurukshetra University, Kurukshetra, Haryana.

**Nassem Akthar** is Project Officer, Centre for Continuing Education, University of Madras, Madras.

**T. Kumaraswamy** is Project Officer, Department of Adult Education, S.V. University, Tirupati, Andhra Pradesh.

**P. Gopinathan Pillai** is Project Officer, Centre for Adult Education and Extension, University of Kerala, Thiruvananthapuram, Kerala.

**Mridula Seth**, is Senior Lecturer, Department of Community Resource Management, Lady Irwin College, New Delhi.

## Editorial

The Central Board of Secondary Education (CBSE) has launched a Special Adult Literacy Drive (SALD) on 2 October 1991, the Gandhi Jayanti Day. Presently meant for the students of classes—IX and XI, the drive will be extended to all the four classes, i.e , classes—IX to XII from the next academic session. According to a CBSE document, “It is part of a two-pronged attack launched by the Board wherein schools will take steps not only to promote literacy as part of work experience recently provided as an elective activity in the curriculum, but will also take part in this special drive for actual teaching of adults. It is a highly area-specific and time-bound programme”. The special drive is obligatory for all the schools affiliated to the Board with a view to mobilise a large number of students of the secondary and senior secondary stages for the literacy programme. SALD has built-in incentives in the form of marks for the students.

The CBSE is to be congratulated for launching such an important drive to provide incentives for the mobilisation of students of secondary and senior secondary stages in literacy promotion work, because such an initiative is hoped to go a long way in fulfilling a distinct felt need.

In an informal meeting held on 25 May 1988 at Shastri Bhavan, Mr. Anil Bordia, the Education Secretary had said that one of the strategies of the National Literacy Mission was to involve institutions of formal education to take up literacy work. A consensus in the meeting was to make a good beginning in Delhi itself, with a selective approach of involving organisations like the Patel Education Society, National Progressive Schools Conference, Catholic Schools, Protestant Schools, DAV, Ramjas Foundation, Springdales, Ramakrishna Mission and Bharat Scouts and Guides in mass campaign for literacy. The Indian Adult Education Association was assigned the role of the coordinating agency.

CBSE's Special Adult Literacy Drive entails involvement of students who will be required to put in an extra 100 hours of work in literacy promotion activity. In the form of incentives, a student gets extra five marks for making one person literate, eight marks for making two persons literate and a maximum of ten marks for making three or more persons literate within one year. The extra marks are to be added to one or more subjects as the case may be, and will be awarded by the school for classes—IX and XI and by the Board for classes—X and XII. CBSE hopes that with the earnestness of students and teachers, more than eight lakhs illiterate adults would be benefitted each year under the special drive.

The success of the Special Adult Literacy Drive depends upon its logistics and management. The task of making a learner literate falls outside school hours and is not supposed to interfere with the school curriculum. The incentives for the teachers, whose motivation counts a lot for the success of the drive, would have to come from the school itself. It is not easy to operationalise the patterns of teachers' incentives uniformly in all the schools affiliated to the Board.

All the concerned students and teachers have to be trained in the concept, principles and methods of adult education, of which literacy is just one component. Each student may be supplied with two kits—an instructor's kit containing a manual, a primer, a chart and supplementary readers and a learner's kit containing all the basic reading materials. The kits can be supplied by the concerned State Resource Centres. Each school might need a reserve fund to be able to organise training programmes for the students. Each student's work should be subjected to regular supervision by the concerned teacher, who should be able to assess the learner's progress through on-the-spot observation and the learner's work-book. Thus, there would be a continuous contact and dialogue between the communities and the schools.

The Special Adult Literacy Drive is the social responsibility of each school. Do the schools realise this ?

S. Shukla

## *Literacy and Development*

When I first heard of literacy as a schoolchild in the late 1930's the Congress government had just made their first try at governing and we all went out in a procession under the slogan "Each one, Teach one" (given by Laubach) considering it a sacred task to free our compatriots from ignorance. It was a human goal, i.e. people should be enabled to be fully human. It was also an *egalitarian* goal so that all human beings should have equal opportunities of improving themselves. Few thought of *development* as a possible outcome or objective, nor for that matter even nationalism or national dignity or honour. Certainly, it was considered necessary for social evils to be obliterated that people become literate. So reform was also in view. But certainly not development.

### Towards a development linkage

When just about a quarter of a century ago, UNESCO's Teheran World Conference Against Illiteracy launched its campaign, it was again seen as a scourge that was to be fought. But presumably, the United Nations Economic and Social Council at whose request UNESCO's initiative emerged had development also in view though, primarily it was a social 'problem' which had been remitted to UNESCO's care. In any case, however, the funding which was to be provided from United Nations Development Programme could not but be related to development objectives. Many member-states and other funding organisations would, it was presumed, be better persuaded by development—actually economic development—as the objective towards which literacy was to be geared. Conceptual refinements and elaborations, (call them devices or even capers if you will) at two ends of this relationship were also then attempted. At the development end, there was the concept of social development seen as broader than just economic development embracing development of communities, of health and ways of living, of the welfare of children and women and so on. Of this, literacy, or education of some kind, could be a component of the end product or *goal* of the development process and not merely a means to development. Again primarily economic. At the education end, attempts were made to disentangle or disengage literacy from useful or usable education. One had already heard of Fundamental Education involving acquisition of basic living skills in even very rudimentary environments starting from the experience of a village based programme in Mexico earlier (In India, aid diplomacy as a consequence helped found the National Fundamental Education Centre at Delhi which served as the original parent of today's Directorate of Adult Education. These skills would not necessarily include reading and writing skills in all cases or for all covered by the programme. The programme of Social Education which Government of India had already started soon after Independence was similar, though perhaps more closely oriented towards rural or even urban community development. In consequence, the scope was broadened beyond literacy, the focus so often shifted away from and excluded literacy.

At the explicit policy level, thus, only a loose linkage of literacy with economic development was perceptible. About economic development itself, two kinds of thought and practice emerged, mainly mid-1960's onwards. On the one hand, studies were in evidence from both economics and economic history perspectives. These established a positive relationship between education generally, and in some cases literacy specifically, with economic growth. Thus in some studies (e.g. Benison) the "residual" components of economic growth beyond what could be attributed to increases in capital

and labour were attributed to education (and not, too explicitly, to organisation and management as well). In others (e.g. Anderson and Bowman) it was shown how educational attainments of a population at a specified level, say 40% completed primary schooling or literacy, were seen to be followed after an interval of time by spurts in economic growth, even sustained economic growth, corresponding to Rostow's take-off stage.

On the other hand, in policy and practice in literacy, it was attempted to select specific productive enterprises or agricultural districts for concentrated investment in literacy projects and, in some cases 'to devise reading materials and course programmes whose vocabulary, idea content, timings and mode of operationalisation or delivery would be closely connected with the character of the 'target' population or group. The implications of this economic or economic development orientation would be to reduce the coverage of the programme from hundred percent or the whole population to either a target of 40% or so which would lead to take off or to even considerably less, that is, 2-3% of the population if this be the number of people involved in large industrial or similar enterprises or those engaged in such agricultural work as required reading, writing or counting skills beyond the most rudimentary.

#### **Functional literacy, development or liberation ?**

To concretise this history in our concrete national context, one can see that during the first decade and a half after early post-Independence policy discussions, there was little emphasis on literacy. Social education aligned to community development programmes which were themselves forerunners softening up the ground for agricultural development or fundamental education were, as it were, marginal tributes to the idea of adult education, sidelining substantial literacy efforts as such. When the era of Intensive Agricultural Development Programme in selected districts commenced in the sixties, the initial 'pure' and perhaps universal literacy appeal of either the independence movement or the Tehran Conference was modified to quantitatively a much more modest level. As I had pointed out then (Shukla, 1965) one can think of three concentric circles (i) universal literacy (ii) pre-take off overall, say 40% for sustained economic development and (iii) work-oriented literacy programme covering a much smaller, about 3 to 5% of the population. It is this last which received the most attention. An occasional aberration would, of course, not be missing, for example, the *Gram Shikshan Mohim* (Village Education Campaign) in Satara District of Maharashtra, where an insistent District Collector with the help of his administrative machinery attempted to ensure that every village was made literate with his administrative machinery overseeing the programme and himself

checking achievement by even physically parading and examining entire adult population, presumably only male, of villages, for their literacy proficiency. The claimed success of the scheme led to Prof. V.K.R.V. Rao, then Member (Education), Planning Commission, and later Minister for Education to organise a National Seminar on Adult Literacy (Pune 1965) where, however, besides lauding the Satara success, the ideas of development oriented literacy outlined earlier were discussed and propagated. One notion which emerged significant was *functional* literacy which was variously defined as literacy *plus* i.e., including skills as well as ideas and content related to work and living but though less often even as education or training *minus* literacy by courageous proponents with examples such as that a tractor driver who could drive his tractor successfully, for instance but may not have many literacy skills was *functionally literate*. While this latter "refinement" reduced the scope of literacy and thus reduced the actual number to be made properly *literate*, the former by *increasing the cost* of imparting additional skills made coverage of fewer people necessary given the limits of funds available and also *limited the number of people* for whom such skill-cum literacy functional was needed by the economy.

Let us note that both the foregoing developments *followed* the UN and UNESCO initiatives which coincided with the emergence of intensive agricultural development.

Literacy policy stagnated thereafter until the Janata regime decided on a national campaign. Development theory had meanwhile passed its peak optimistic first flush. It was succeeded by paradigm highlighting dependency and centre-periphery relationships on an international plane and perceptions of dominance and expropriation within societies, persistence and even deepening of dualism and contradiction. Perceptions of continuing poverty at sub-human levels and dualism of struggles armed, unarmed, political as well as economic and cultural emerged and formed the background against which the concepts of liberation and of empowerment (still carrying the liberal or paternalistic flavour of *conferring* will or capacity to power). As a consequence, the National Adult Education Programme (1978) embodies a more comprehensive concept as well as scheme of operation which, however, proved, relatively speaking, infructuous on account of the change of government and consequently also government policy.

### Quantitative growth

What has happened to literacy itself through these vicissitudes of policy and programme change? The successive post-Independence Census enumera-

tions have shown national literacy percentage figures to be 17, 24, 29.5 and 36. Until 1971, thus, there was a *declining decadal rate of growth* of literacy which would have suggested a stabilisation in future decades at a level far short of about 80-85 which should ensure universal literacy above the age group of 0-4 perhaps at 50 to 55%. The somewhat higher growth of 6.5 points during the 1970's as indicated by the last figure above (for 1981 Census) would be attributable to (a) the more effective drive for increased elementary schooling in the preceding decades resulting in greater success from, perhaps, (b) most successful agriculture enlarging the size of rural and even urban groups above the poverty line and, (c) the higher tendency towards girls' schooling among those rural and other social groups where social conservatism and gender bias rather than economic deprivation had been responsible for keeping them out of school. As the potential of this source of increased growth of literacy is actualised, one could expect a flattening out of the curve of literacy percentage at a somewhat higher level, say 60 to 70% over the next two to four decades. But real problems are offered by the barrier to schooling as well as literacy in the form of absolute poverty and deprivation to the point of a substantial proportion of the population being below poverty/starvation line and by the same sections of population being not adequately spurred to literacy by either substantial participation in market transactions or administrative/legal network or being engaged in occupations requiring literacy/numeracy (which is a concomitant phenomenon).

In this context the recent figure of 45% reported by the National Sample Survey for Literacy in 1989 deserves notice. If validated by the 1991 Census, this increase of 1% per annum i.e. a *decadal rate of growth of 10%* is a *qualitative improvement over the performance in the earlier part of half a century* and requires careful study. It is only possible at present to throw out/advance some hypotheses.

The decade has also seen reported a higher rate of economic growth—explained or explained away by some economists as spurious growth of the tertiary sector representing no real increment in national output, but perhaps from the literacy point of view significant all the same. For work in the tertiary sector should require some education or at least literacy. Figures of employment by sectors and educational levels will require to be examined more carefully to support this position. Alternatively, a much more rapid growth in schooling accompanied by even more accelerated growth among girls and other socially but economically handicapped groups, the process we noted in the last paragraph, could account for accelerated growth in literacy. For this, again, one requires breakdown by gender, rural-urban and similar other variables.

It may be interesting to find in this context, that our own spurt in literacy growth rate is reported at the same time that the Director-General of UNESCO was in a position to note, in his inaugural address, read out *in absentia* to the XII Conference of Comparative Education Society of Europe that for the first time not only was the *percentage* of illiterates in world population continuing to fall, but the *absolute number* of illiterates in an increasing world population had also registered a fall; while this would not negate or nullify either the continued stagnation and even deterioration of the lowest placed countries or segments of all underdeveloped economies—Continuing to be mired in illiteracy it does indicate that economic—or parts thereof—which have grown fast have registered rapid increases in literacy percentage e.g. Indonesia to around 70% or China 66% in 1987—not, alas, the universality which revolution and socialistic economic steps under a non-pluralistic auspices had led admires at one stage to expect and even believe!

### Culture and Society

Certain other aspects of literacy development deserve notice. The lags in literacy development among socially handicapped groups namely women, scheduled castes and (most) scheduled tribes, landless workers and urban poor, regional disparities, organisational forms, particularly non-formal education, and content and medium of literacy programmes and their relationship to language and culture of the communities. Detailed and specific current information would naturally only be available with official operational agencies, modified by independent survey investigations or observations. But there appear little basis for modifying the widely accepted understanding that socially handicapped groups mentioned above continue to lag in literacy, except to the extent that increased participation in schooling of girls and greater spread of schooling to rural locations has tended to narrow these gaps among parts of the population which are not economically handicapped to the point of being below poverty line. This trend can be expected to grow. Its full impact will be felt only in another decade or two as school children grow into adults and as time takes its toil of the older adult illiterates (as of literate old people, too!). However, one new area of literacy deficit is emerging—and could unfortunately grow—the urban poor, as accelerated urban population growth arising mainly out of push factors of unemployment in the countryside moves into slums. Even as there is some tendency towards schooling among the lowest income groups of urban poor, child urban employment, unskilled employment not requiring literacy and plain delinquency vagrancy and crime can be expected in substantial measure.

Literacy and adult education workers have been concerned with matters of content and medium. Common people's language and standard language

age of literacy materials have often tended to diverge, representing as they do, not only linguistic and idiom differences but those in style and structure of thought as well purposes of language use. Being, as it is, basically a *centralised* diffusion and not a centripetal cultural growth from the grassroots, adult literacy movements exist in a somewhat skewed relationship with local society and culture. This reflects in a way some wider dilemmas of India's social perspective, the dilemmas of the Indian path of the emergence of modernity out of its tradition(s) in the fields of religion, social including family and caste or gender and intergroup relationships, in particular, the salience that working peoples' life and work will find a reflection in the emerging mainstream of Indian life and culture.

Some consideration is necessary of the interrelationship between mass media and literacy. Television, still touches a bare 5 to 10 percent of Indians, tends, one suspects, to distract from literate communication more than it strengthens or stimulates it. It is, in vast segments of our population, a competitor rather than a complement. It also makes huge demands on resources. This is not to speak of either the long term spin off of TV communication for development or even Literacy itself under certain conditions. Radio, again with a somewhat wider accessibility or reach, tends in the same direction though with less severity. Literate communication resulting in literacy achievement implies basically, a more bipolar reciprocal communication, demands from, as well as given to the individual—and on a more enduring basis—with multiplier possibilities. Mass communication tend in the direction of easy gratification and intellectual lethargy. The two modes are in a much more uneven match in the circumstances of late modernising India than in some other cultures and societies which accomplished basic literacy and development tasks in an earlier epoch.

To conclude, in this last decade of the century, this country faces its half literate society with rather harder tasks and with, what should have been a vanguard intelligentsia organised either under nationalist or revolutionary auspices, very much more outward oriented bound than would make it face up to the challenge of universal literacy of India's society.

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Malcolm Adishesiah

## *Adult Education and Inequality*

### **Debunking some myths of poverty**

One view is that poverty, which is the main product of inequality, is a virtue. This view is usually held by some of those who are well off in our societies, leading a few of them to voluntarily embrace poverty. The virtuous nature of poverty is set forth by all religions, with hopes held out of compensation in the next life either in this world or in some other existence. Poverty is a way of life chosen by the Hindu Sadhu, the Buddhist Bhikku, the Muslim Mullah and the Christian Monk. It is also a way of life associated with Gandhi, who took a vow and kept it that he would not live in a house, or eat food or wear clothes other than what was available to the poorest in the land. There are four comments to be made about this view that poverty is a virtue. First, the poor themselves do not consider their poverty as a virtue but as an evil that they are subjected to. It is the non-poor who point to the meritorious nature of poverty. Second, the evil which poverty represents stems from the fact that some are well off, while others are poor, though both groups share a common humanity. If poverty is a virtue then all should be poor. Third, the embracing of poverty by some of the non-poor, while pointing to the ideal of "simple living and high thinking", is a voluntary act on their part, which has no relevance to the imposition of the life and status of poverty on the poor. Fourth, in the Third World the majority of people are poor and it is immoral to describe them as the virtuous poor. In the industrially advanced countries about a quarter of their people are poor, and it is recognised that this evil should be removed rapidly in these societies. Poverty which is a function of inequality is ethically wrong.

A second view is that inequality in society, is the natural order of things. It is ordained by providence that some in society are born to rule and others to be ruled, that some are born with high intelligence and others with low intelligence, that some are born as brahmins and others as pariahs (untouchables). The parallel here is the distinction between cows and crows, between apples and sour grapes, between roses and weeds. Hence each should carry out the duties inherent in the group into which he is born. There are born distinctive functions accruing to the scholar, the land owner and the industrial leader as there are to the butcher and baker, and each must discharge his ordained function. The main comment on this view is that there is nothing preordained, nothing natural to the unequal groups into which people are divided. The socially and economically strong arrogate to themselves a superior place in the social hierarchy and living, reinforcing their privileged position by the labour and dues paid to them by those whom they have placed in the lower social scale. And in

doing so, in building into society the basis of inequality, the dominant groups, have used a whole armoury which is at their disposal, of caste, tribe, race, region, religion and town and village, which are a reflection of the class structure of society. Society which creates the unequal social structure can make the basic structural changes to counter the inequality. There is nothing predestined about inequality. Inequality is an induced state of social injustice.

A third related view is that inequality is fed by the poor themselves because they are lazy, because they are unproductive, because they are deviant in the set of behaviour patterns and values. This probably strikes home to all of us as being the characterisation and rationalisation that we have used and use in relation to the unequal social relations at our door-step in explaining the position of our gardener, our maid or man servant, our cook and our chauffeur. And in furtherance of this widely held view has been the creation of various social stereotypes—the laziness of this group of people, the lack of intelligence of that group, the capacity for and attraction to manual labour by the other, and so on. Here there are a number of comments that should be made of this justification of inequality. First from the economic point of view, the poor are very closely in line to what the economists call marginal costs and marginal returns, so that in order to obtain the maximum benefit out of their extremely meagre resources they are much closer to their economic optimum than the smaller well-to-do-group whose sub-optimal positions (inefficient, unintelligent and lazy life styles) are revealed in the various forms of wastages and leakages that they indulge in. This is not an argument for poverty (on which a case may be made for all to be poor) but an indication of non-optimality in an unequal society. There is in this view also reference to the behaviour patterns and values of the poor, what the anthropologist calls the cluster of poverty traits, which some non-anthropologists use as an explication of inequality. This the anthropologist himself never does, for he witnesses revolutions which can do abolish these poverty traits, which are attributed as the causal factor for inequality, though poverty elimination in these societies takes a longer time.

Inequality is ethically evil, socially unjust and economically non-optimal.

#### **What is inequality ?**

Inequality is the uneven distribution between groups of the population of Income and food consumption

Property

Access to basic services

Education and training

Social mobility

## Political power

### Status.

This is rather a wide and mixed bag, and even so is certainly not exhaustive, which is a reminder that any definition of inequality must be seen not as a boundary-setting fence but as a sign-post pointing to a direction to be taken.

The usual indicator of inequality is the unequal distribution of income in a country, stemming from the double social phenomena that, despite everyone making his or her contribution to social well-being, there are differing rewards to different positions, which in turn are set up to see that the recruitment process does not draw in the talented poor. Income inequality characterises all countries. In the United States, the lowest fifth of its population receives 2.5 per cent of the national income, while the top fifth receives 49 per cent. In the third world countries, 75 per cent of GNP goes to the top 40 per cent of society, while 12 per cent accrues to the bottom 40 per cent. Income inequality is not expressed only in variations in the distribution of national income or GNP between each quintile or decile of the population. Equally important is the level and growth rate of income of the lower social group. This has particular relevance to the fact that the normal economic assumption that there can be unrestricted transfers among income groups does not hold in the Third World countries, and so policies aimed at removing or reducing incomes inequalities must take into account the trade-off, if any, between growth and greater equality. Reliance on income alone as a measure of inequality tends to understate its extent. Hence a small refinement, following Engel's law wherein the lower the individual's or family's income, the higher the percentage spent on food, is to express inequality in terms of the percentage of the individual or family income spent on food. A more common measure is to compute the cost of minimum food, (usually 2200 calories per day per adult) clothing and housing that a family needs and establish a poverty line at that point and identify those who are below and those above it. On this basis 2/3 of the world lives below the poverty line and 1/3 above it. Or again it is estimated that in 1962-63 the poorest 10 per cent of the world population accounted for 2 per cent of world consumption, while the top 10 per cent consumed 35 per cent. The bottom 30 per cent of the world's people consume only about 10 per cent of total world-consumption. Such estimates of the poverty lines on food consumption and their measuring tools to be meaningful must be based on the specific cultural, social and economic characteristics of the people in each particular locality—village, district, state and country, and these are being gradually worked out, as inequalities are seen not as something new, but new in their growing magnitude and new in regard to our growing awareness of their cause and effect.

Inequality is also measured by the unequal distribution of assets ownership. The 1960 world census for agriculture shows that there are more than 100 million small farm-holders in Third World countries operating less than 5 hectares, and that half of them own and operate less than half an hectare. On the other hand 80 per cent of all farm land is owned by 5 per cent of the farm population. The agricultural census in 1960 and survey in 1970 in Indonesia reports that 41 per cent of rural households had no land or less than 0.1 hectare and by 1973 almost half of Java's rural households, that is 31 million people, were landless. Land concentration and labour market stratification have been greatly accelerated by the so called Green Revolution. In fact the ownership of a wide variety of assets—privately owned capital, access to public goods, savings and human capital in addition to land is unequally distributed. There is more inequality in the distribution of these assets than in the distribution of incomes, as seen in the fact that the bottom 40 per cent in society lack human capital, do not own any physical capital and their access to public goods and services like water, co-operative credit, fertilisers etc, is blocked by the well-to-do who appropriate these assets for themselves. Against this background, variations in income are a function of variations of asset ownership and dealing with unequal ownership—particularly human capital which is what adult education is all about—is in a sense of more importance from the long range point of view than either income transfers or concentrating on increasing the share of wages as against profits. This is not only because of the fragmented nature of the labour market, but also because the self employed and those who do not enter the wage labour market constitute the majority of work force families in Third World Countries.

There are other non-economic components and indicators of inequality, the most notable of which are the cultural traits that accompany the poor groups as compared to those of the non-poor in society. This cluster of poverty traits is described as “a behaviour pattern, manifesting alienation from the rest of the community and a short time horizon” (Lewis). Into this characterisation of inequality should also be taught the various factors of caste, race, ethnic origin etc. which is a useful and salutary reminder that the income or property definition of inequality assumes that changes in them will change the psychological, social, cultural and political facets of inequality. Here we are back again in the debate as to whether it is social structures which determine values, or whether it is values which determine social structures. Is the sub-culture of poverty an independent variable of inequality systems, or is it an adaptation to the limited and discriminating opportunities available to the lower compared to upper deciles of society? I am not prepared to dismiss a landless labourers feeling of solidarity with his fellow caste or tribe or kin workers as “false consciousness”, though

I also see that there has to be a change in the awareness of his condition (which is the major task of adult education), if he is to break out of that sub-culture and gain political power. In general I must confess to some unease with these non-economic indicators of inequality not because they are not quantitatively measurable, but because they smack of cultural determinism; that is that culture as a set of common values and beliefs, instead of providing a rationale, is taken as a determinant of the behaviour of these groups seen in studies on the dynamics of small societies which are not articulated to those of our larger societies or in the equation of urbanisation with social deviancy.

### **Education and inequality**

To begin with, the contribution of educational policies and of the educational system to inequality in society must be noted, which in a sense adds to the burden which adult education has to carry in promoting equality in our societies. Earlier reference was made to the two basic phenomena of inequality, the differing rewards to different positions and the blocking of access to the better paid positions for the talented from the poverty sector, which is the majority sector of society. The cord linking the two phenomena is the education system, which promotes inequality spatially as between urban and rural areas, sexually as between boys and girls, generationally as between the younger and adult generation, socially as between the rich minority and the poor majority, fiscally in acting as a transfer conduit of subsidies from the poor to the rich. Increased education and increased educational expenditure in the name of equality of opportunity and the even more dubious objective of equality of educational outcomes, have been another hidden way of the poor subsidising the education of the rich in the Third World countries, as well as in the industrially advanced countries. One of the US studies for instance points out that schools are an almost perfectly regressive form of taxation, noting that the cost of schooling the poorest one tenth of the population is 2,500 dollars per pupil over his lifetime, while the children of the richest one tenth cost about 35,000 dollars per pupil (Reimer). In India, given the fact that the 80 per cent of school and college completers are from the top 20 per cent of society, the highest social group benefits four times as much as the poverty group, who, however, pay 80 per cent of the education costs (through indirect taxation). Another study shows that private schools and colleges which are the preserve of the children of rich families are to the extent of 70 per cent financed through public subsidies and tax avoidance. Even more serious, the main outcome of the school and the university is to mould and condition the student to fit into the unequal and unjust society. Thus the major function of the education system in the Third World is that of legitimising its

unequal social system. The question may then be posed whether the time is not near when similar to the dethronement of GNP by basic needs fulfillment and poverty amelioration as a measure of development, the development and achievements of non-formal and adult education rather than the further linear growth and spread of formal education should be a measure of learning ?

### **What role for adult education ?**

Adult education in the Third World countries starts with a relatively clean slate in the sense that with few exceptions—Cuba and Tanzania for example—somewhere between 95 to 99 per cent of educational finances have been and are being spent on school and university education with little or nothing on adult education. Adult education's interrelated three components of literacy learning, professional skills formation, and social awareness awakening are addressed to the three freedoms that the poor majority in our countries are looking to—freedom from ignorance, freedom from low wage employment and freedom from inequality and injustice. The three are varying facets of a single factor—consciousness-raising—whether it be through literacy skills or gainful higher income earning crafts or through organisation to fight against their unequal status and for their rights.

These three components are a single learning experience in what I have described as consciousness raising, because it is both possible and easy for adult education programmes to slide into becoming merely a literacy effort or an employment training package, which are each good and beneficial in themselves but have little to do with anti-inequality and distributional objectives. The possibility of adult education programmes becoming straight literacy programmes is being demonstrated in some parts of India's National Adult Education Programme. The rural power structures and the urban elites, being aware of the dangers to them and their dominant position that would follow if the programme made the people aware of their unequal, weak and discriminated status, aim at their obstructing and terminating the programme in their rural or urban locale, or diverting it into harmless literacy and some quite irrelevant craft training effort (such as basket-making for men and/or sewing classes for women). It is in this context also that the usual so-called weaker sections programmes are distorted to serve the interest of the well-to-do minority. One such is the programme of decentralisation and regional and area planning which helps the rich who are able to collar and control the decentralised resources meant for the poor farmers or landless labourers (Uphoff). There are also

**the leakages referred to earlier as in the case of the gains to the rich in the region from both appropriating the regional transfers and benefiting the privileged groups in other rich regions through imports from there, and other leakages as where the road building and other rural infrastructure measures accompanying land reform benefit in the main and largely the large land-owners. Also even the administrative structures are loaded against the small and marginal farmers as in the case of the Block Development Officer who is given a target of say 1000 hectares to be brought under the high yielding variety of seeds and who naturally finds it easier to provide the seeds to 10 farmers owning 100 hectares each rather than to 1000 farmers owning and operating 1 hectare each. Or in the case of land reform programmes which are usually accompanied by land seizure and occupation by the landless, where the rural administrator in charge of 'law and order' proceeds to enforce order, forgetting the law in question.**

**Adult education workers in the area faced with these situations and choices unwillingly accept and go along with the possible option available to them and make the programme an irrelevant literacy learning effort. It is irrelevant to the major issue of inequality and exploitation that the people face. Such a transformation is also the easy way out for adult education because it is the classical, well-known pedagogic or andragogic path and does not call for study, analysis and innovation that social awareness learning involves. On the other hand, when the programme is distorted into a straight skill forming and employment programme which is a palliative suggested to retrieve adult education from the literacy morass, it should be noted that skills formation by itself or employment per se does not promote distributional objectives. In the Third World countries, the majority of the poverty sector comprise the working poor. Full time unemployment in our countries is of marginal significance. Population censuses show that of the 2 billion poor, over 1.5 billion are the working poor, employed in some low wage occupation on a part-time or full-time basis (ILO). And so making the adult education a straight skills formation programme does not provide appropriate conditions in the move towards an egalitarian society.**

**Adult education is the necessary condition for the successful attainment and execution of the redistributive development programmes which are aimed at moving towards a more equal and just society that Third World countries have eloquently set forth as their objectives and on which so much rhetoric is expended. These programmes, if they are to see the light of day and are to succeed, require that the majority of their peoples—who are the discriminated against poor—should develop both the consciousness that I have referred to earlier and the organisation to understand the true implications of the programmes, provide the back up and support from**

below, and maintain the momentum of these programmes through the many years ahead of them. There will be attempts at diversions and some of them will be successful. There will be distortions when in the action taken in the name of the weaker sections, whether it be the nationalisation of banks or coca cola or land reform or electrification of rural pumpsets, the principle of zero sum game will come into play and will be perceived by the rich. But adult education, by making people conscious of their status and the prospects opened up, and by organising them to bring to bear their rather precious local knowledge on each of the interventions, to act as a pressure group with the implementing political and administrative bodies and agencies, and to learn by doing and so help in helping themselves to meet all their various problems of injustice and discrimination provides the necessary base for all redistributive programmes.

But this also means that such a rounded adult education programme demands as sufficient conditions allied political, economic and social reconstruction and reforms. Nothing said earlier about the distortions that can creep into programmes for the weaker sections such as land reform, food for work, irrigation, high yielding variety, employment generation, nationalisation etc. takes away from their being a sufficient condition for adult education to make its contribution to the attainment of an egalitarian and just society. What was pointed out earlier was that they are subject to distortions and diversions which adult educators, teachers and learners should be aware of. Even nationalisation in a Third World non-socialist society will benefit the bureaucrats and the not-so-poor (organised workers) and not the poor. But a complete and comprehensive adult education programme must be accompanied by and be set against a backdrop of a redirection of public investments in land reforms, credit and other inputs needed by the poor majority, public facilities, population control and human capital formation (which is in part adult education), nationalisation, employment generation and income transfers from the rich to the poor through appropriate fiscal instruments. Without such a redirected programme of public investment, adult education will be functional in a vacuum.

In this programme of consciousness-raising, mobilisation and organising the poor and weaker sections, certain distinctive preconditions and stages are indicated by the programme's experience to date. These include the people concerned recognising themselves as the poor and discriminated, rather than as members of a caste or a tribe or a region. On this basis it is part of the adult educator's mandate that he helps in the laws on the statute book benefiting the learner, whether it be in the matter of land ceiling surpluses, or house sites, or drinking water or co-operative credit, or fertiliser

and high yield variety seed, or food for work or bank loans to the urban poor. It will then be possible for the adult educator to help in the forming of rural and urban trade unions of this unorganised mass, and for the association in the country and its state or district branches to help in promoting a working alliance between the small and marginal farmers, tenants, crop shares, the landless, jobless and urban marginals. Only then will their participation in political decision-making be ensured. Then the scenario is set for adult education to be able to discharge its role in the fight for equality.

One of the problems raised in regard to all adult education programmes, particularly those addressed to the hard-working rural poor, is the problem of motivation : that is, how to motivate the rural adult to participate in the adult education programme. On this several comments can be made. First, if the programme is a pure literacy exercise or a craft skill effort, the intelligent poor rural adult will not be interested because it does not speak to his condition. If it is the programme as set forth in this note, it is his or her programme. There is no need to motivate the participant. Second, the problem of motivation is the other way around. It relates to us, to the well-to-do minority who organise and run these programmes. What is our motivation? Let us remember that we who benefit from the present inequitable social arrangements are usually motivated to act to bring them into existence or preserve them as status quo. As I said earlier, it is not the poor who want to remain poor. The non-poor want them to, because they benefit. It is not the rural weak who want to preserve their life styles of discrimination and poverty. It is the non-poor, whose structure of costs and benefits from the current unjust social arrangements are positive, who are motivated to want the persistence of the unequal arrangements. Adult Education's challenge in terms of motivation is a challenge addressed to us, of the well-to-do minority, the status quoists.

#### **International dimensions**

What of the international dimensions of adult education's mandate in this struggle for a just order ? To start with, the growing and wide international inequalities are a major cause for the international inequalities which have been delineated so far. This re-inforcement of inequalities within each of the Third World countries by the widening inequalities between them and the industrialised countries occurs through the transmitting channels of technology transfers, multilateral and bilateral trading arrangements, their conditions and terms, through investments, particularly the private financial flows and the repatriation flows and the transnational firms' plans and capitalisation, and the political, economic and military power relationships that are being forged and imposed on the Third World countries. A simple but pointed indicator in this matter is that no amount of equalisation of relations between groups within the Third World countries reduces the

international inequalities by one jot. Hence new international policies are needed to counter these growing international inequities, policies which have been for all countries,—in the North and South,—clearly and summarily expressed in the New International Economic Order (NIEO) set forth by the United Nations in 1974 and so fruitlessly debated in terms of commitment and action programmes by UNCTAD IV, V, UNIDO, the North-South Paris Confrontation, the Tokyo Round et. al. The NIEO Declaration is a clarion call to all of us members of the United Nations to :

“Work urgently for the establishment of a New International Economic Order based on equity, sovereign equality, interdependence, common interest and co-operation among all states, irrespective of their economic and social systems which shall correct inequalities and redress injustice, make it possible to eliminate the widening gap between the developed and the developing countries and ensure steadily accelerating economic and social development and peace and justice for present and future generations”. (United Nations)

This involves on the one hand “the active, full and equal participating of the developing countries in the formulation and application of all decisions that concern the international community”, and the accelerated development of the developing countries through expanding assistance, debt rescheduling, a just and equitable relationship between the exports and imports of the developing countries for improving their terms of trade, differential and non-reciprocal treatment for imports from developing countries, access to and transfer of the achievements or science and technology to the developing countries, ending the waste of food and natural resources, facilitating the functioning of producer’s associations, reforming the international monetary systems and helping in a radical transformation in the economies of the poor countries. And then, there is the 300 billion dollars annual outlay on arms, with 50% of the research in defence, space, atomic energy and supersonic air craft aimed at the Third World Markets.

Adult education’s task in helping to usher in the new International Economic Order is a multiple one—to train and retrain the manpower needed in the rich and poor countries, to translate and operationalise these political, economic and social objectives into action plans and programmes, and even more to diffuse values, orientation, attitudes and perspectives among the people so that the necessary economic arrangements and social institutions can be created to break the current deadlock between the rich and the poor countries in moving to a world of some justice and less inequality.

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(Courtesy : Adult Education and Development, Bonn, September 1982)

Chris Duke

## *Adult Education and Development : Some Important Issues*

### **Terms and meanings**

Most who use the term 'adult education' nowadays mean by it the education of adults in any form and by any means outside the regular, accredited education provided by the formal school, college and university system. The definition of adult depends on the use and meaning for each society and can only be used internationally and comparatively in this way; it is impracticable to impose one precise meaning, for instance in terms of age on all different societies. Three modes may be distinguished : Education for adults outside the formal system not leading to qualification; education for adults outside the formal system leading to qualification—deliberately provided alternatives for adults, usually as a form of second chance education intended to have the same results as formal education; and deliberate provision for adults within the formal system. Normally 'adult education', unless specially qualified, includes just the first two of these.

'Non-formal' is used in two different senses. The dominant meaning, especially among senior planners and policy-makers, is as a form of administration and programme provision (governmental or non-governmental) which takes place outside the formal education system. And yet even this is somewhat contradictory when non-formal education is part of the work of the Ministry of Education which runs the formal school system and also non-formal education through the same kinds of bureaucratic procedures and

governmental structures. The other meaning is in terms of the style, or process of education, which is non-formal rather than formal. This tends to mean that it does not adopt the rigid set forms and relationships of traditional schooling, with regimented curriculum, classrooms, teacher discipline and syllabus, but is more flexible and diverse, being adapted to the particular needs of each group of learner adults and their unique circumstances. Many of us know that in fact much so-called non-formal adult education is not like this at all, but is just like elementary schooling in the methods employed. So we should be careful if we use the term non-formal education as to which sense we are using it in, and not confuse descriptions of administrative arrangements with what actually goes on between teacher and learners.

In many countries of the world where illiteracy is high, adult education is almost automatically equated with literacy work. It is important not to make the mistake of treating the two as the same thing, even though, quite properly and as a result of policy decision, most effort for adult education may be allocated to the eradication or reduction of illiteracy in countries where illiteracy is high. If literacy and adult education are simply equated this tends to hide other very important needs for and possibilities from adult education. Also literacy is not a clearcut and absolute thing. We speak often nowadays of functional literacy, and this is also one way of reminding ourselves that literacy is relative to the kind and complexity of societies. Many complex industrialised societies which thought they had eradicated illiteracy long ago now find they have severe problems with large numbers of functionally illiterate adults. We should, therefore, recognise that every member country has a literacy problem. The form and the relative importance varies. In no country is it really satisfactory to equate adult education completely with literacy, or even with functional literacy, as if learning to read and write were all that adults required of deliberately provided education. This does not stop us from realising that illiteracy is frequently so pressing a problem that it is bound to attract the lion's share of attention and resources from planners concerned in those countries with adult education as an aid to development. Once this is recognised, it becomes easier also to discuss whether 'pure' literacy, or functional literacy related to productive skills or in the context of an integrated rural development strategy, or literacy as a means of community mobilisation and consciousness-raising, is the most effective development strategy.

If one danger is that adult education gets equated with literacy work, another is that it is equated with old-fashioned leisure-oriented or hobby education in the Western tradition. That narrow and non-social (this is to say purely individualistic) meaning has little support even in affluent Western societies. Indeed it was always incomplete, and misrepresented

much of the socially and communally oriented, or developmental, work of pioneer adult educators. The danger is that in a reaction against adult education not related to specific economic development objectives, we may overlook other important functions and roles for adult education in the kinds of societies found or emerging throughout the region. Several countries are facing the possibility of continuing high unemployment after a period of almost full employment, and it may become necessary for many countries in the future to look at the role of adult education in a context of high and continuing unemployment or underemployment. This may include forms of community, civic education as well as education to assist people to use non-paid work time productively. It would be if an old stereotype about adult education for leisure derived from other unfortunate times and countries prevented examination of these questions now.

One other term often used is 'informal education', referring to less deliberate, or accidental, opportunities for people to learn. Sometimes this is restricted to opportunities such as those offered by the mass media—radio, television, newspapers and journals—, traditional folk media and art forms, libraries, museums and so forth; sometimes it refers to all learning opportunities in the community and at work. It is not strictly logical to talk about 'informal education' since one characteristic of education is that it is deliberately planned, structured and sequenced arrangements to assist learning. It would be better to speak of formal education, non-formal education, and other learning opportunities. If 'informal education' is retained it should be used to refer to arrangements like educational broadcasting, museums and libraries, exhibitions etc. which are intended to be educative but do not have deliberate, sequential study or instruction planned into them. This should not stop us from recognising that perhaps 90% of all adult learning takes place outside of any education system or teaching. This may mean that adult educators should pay more attention to how people can learn in the workplace or the community, and not think only of formally structured educational situations.

### **What kind of development ?**

'Development' has changed its meaning over the years and needs at least as much care in how it is used as does 'adult education'. There has been a widening of the meaning from very narrowly conceived economic development, often of the whole country, province or locality as measured in terms of overall economic product and may be export, to a consideration of social and economic development, with more questioning of who is gaining

in what ways. The question is even asked whether development is always a good thing, who determines who should be 'developed' for whose benefit, and so forth. Partly this derives from recognition that area-oriented economic development did not effectively reach the sectors of the population in greatest need. The 'trickle down' theory of development was thus largely discredited—even though we may find development planners and indeed educational planners still believing in it and practising it in their policies.

As well as social development there is reference now to 'cultural development'. Care is required not to make this a complete contradiction: often 'development' or progress has been at the cost of cultural life, and economic development is thus contrasted with cultural preservation or survival. This is most clear in the case of tribal peoples in many countries. Probably what is often meant is socio-economic development which works in and with traditional culture and folkways rather than opposing them; if only because development which sets out to ignore or destroy traditional ways—seen as unscientific, superstitious, magical, or simply backward—so often proves unsuccessful. So developers are coming to respect the strength of culture and tradition, not only as an obstacle to 'progress' but also, at least sometimes, recognising that there is great wisdom in traditional ways and cultures. Thus in the field of primary health care the knowledge and skills of traditional medicine men are being recognised and in some countries, most prominent among them China, efforts are being made to integrate traditional and modern medicine in health care programmes.

This questioning and rethinking of development, and of who gains, has brought adult education more into the forefront. Straight economic programmes imposed from outside the locality are demonstrated frequently not to interest, engage or benefit the rural people, and often the unintended consequences, such as consolidation of land holdings for modern agriculture or a shift from diverse self-reliant agriculture to one cash crop for export and dependence on imported produce, are a further deterioration in the lot of the poorest people. Realisation that without motivation and participation development misses the mark leads to a new emphasis on the role of adult education in development—and to a complex set of questions about literacy, functional skills and community participation and mobilisation. One responsibility of adult educators as a profession and as a planning sector may be to point out what the results of existing development programmes are, and to ask the question 'development of whom for what?', as well as to look at the technical questions of teacher and materials development, delivery systems and so on. If development programmes are having the effect of making a poor remote province more dependent on external goods (less self-reliant) and encouraging the young people

to migrate to the cities, adult educators need to ask questions about such development and not simply provide courses in literacy or skill training. If there is heavy emphasis in the programme on skill training for employment or self-employment of certain kinds, they may also have to ask what is the absorption capacity of the local formal or self-reliant economy to take those who are being trained. Otherwise development objectives miss the mark and the local community may end in a worse plight than before.

These questions also suggest a most difficult question for the adult education planner and administrator. The apathy of local populations to development plans has been identified as one cause for the failure of such plans. Adult education is looked to as a means of fostering participation and overcoming the motivation problem; for instance by means of rural development and skills-oriented functional literacy rather than pure literacy programmes. But participation can present problems. What happens if as a result of people becoming interested in their fate and their future through adult education classes, they come to recognise that local corruption and inequity is a major source of their distress? And if as a result of becoming aware and wanting to participate in their own development they set out to change these circumstances? Successful adult education, planned to foster overall development (not just that of the already advantaged) is often socially destabilising and even in its implications revolutionary.

For the central government to retain credibility this may mean giving practical support to change unsatisfactory social, economic, legal and other arrangements, if these are the real obstacles to development. This can be very difficult to do even if the will is there, when the resources available to a government in a developing country are limited and overburdened. Often there may also be political considerations, possibly implication of powerful interests in central government itself, which mean that there is not even the will to end corruption and exploitation. One powerful rationale and 'pedagogy' for adult education stress liberation (in various senses) if desirable change is to occur. Once adult education is seriously engaged with the task of social and economic development and the reduction of inequality and disadvantage, as it now is by most countries in the Region, these practical, political and indeed moral questions become inescapable for the adult educator, and cannot be ignored by the serious and responsible adult education planner. Participation presents a real paradox, because simply disseminating or diffusing centrally prepared development plans which do not fully engage with and meet the real needs and circumstances of the people locally will not succeed: it will not mobilise the energies and interests of the people. In these circumstances, participation will fail, apathy will persist and adult education and development alike will have failed.

A passing note of caution may be useful here about the mass media and adult education. Adult educators face daunting tasks with very limited resources. It is natural to look to the mass media to provide a solution by reaching large numbers of learners more cheaply and easily. The question is whether they are indeed learners, or whether what comes to them as a generalised, mass-oriented programme can be sufficiently relevant and specific to meet their particular local circumstances and needs. Sometimes the answer may be that it can. Often however the one-to-many non-participative form of the mass media—their very attractiveness is reaching large numbers simultaneously—means that they cannot be effective as education engaging the diverse needs of different adults and communities. The mass media, by being mass, are largely non-participative, while most successful adult education is highly participative. The more familiar problem of the cost of producing and using software once the hardware is available need not detain us here. It is important, then, for adult education planners to clarify in which ways the mass media can be effective, such as mass political, civic or maybe literacy campaigns, and for which purposes they are of limited potential.

#### **Contribution of adult education to the reduction of disadvantage and inequality**

One task is to consider the way that adult education planning is and may be integrated with national development planning. This is an important question. There has been a tendency to assume that education, in and of itself, is a source of national, social and economic improvement and of social and economic advancement for individuals. Recently more caution has prevailed, and there is often scepticism about the extent to which education can create or produce change, recognising its necessary functions of conserving and transmitting knowledge and culture, and the tendency for education to serve best those social groups and classes which are already relatively privileged. This partial disillusion with education has been cause of the widespread trend in favour of non-formal education, from which as part of this trend adult education's standing and budgets have tended to benefit in a number of countries.

In some countries, where there has been a clear and firm expression of political will, adult education has played a significant role in social, political and economic change. Mass campaigns for literacy, political education and mobilisation have played a significant part, as a form of adult education, prior to and following liberation movements. More commonly however, adult education is not well integrated with national development planning. Its role is poorly recognised within an integrated strategy for social transformation calculated to redistribute resources and reduce inequ-

ality. On the one hand the rhetoric of adult education is commonly that it must promote greater equality, and must be directed especially to reduce the disadvantages of under privileged minority groups. And in many countries special programmes may be found which are targeted towards groups in special need. On the other hand, unless there is clarity about strategies employing adult education and integrating it with other aspects of policy, and political will, or commitment, to support adult education in its work for the underprivileged, it will be left exposed and probably ineffectual when it begins to engage successfully with the needs of the disadvantaged, especially if this results in the raising of consciousness and demands for redress of social injustice—an end to corruption, land reforms, displacement of monopolistic traders and moneylenders, etc.

It is not just that individual adult educators and adult education programmes will be at risk and may be immobilised, without the support of those in political and administrative authority. There are also dangers that programmes intended to benefit the poorest groups will be subverted, that displacement of objectives will occur, with the collusion or active consent or intent of adult educators themselves. It is usually easier to deliver programmes to those who have aspiration, and who already have some resources and some experience of success. Adult education commonly has very limited resources and large and difficult demands upon it. There is a temptation to redirect adult education development programmes away from the most needy, the poorest of the poor, to those who are more likely to show results in terms of economic advancement. On the recipient side the middle classes and the more successful farmers, artisans and peasants are likely to know better how to take advantage of adult education opportunities, and so to 'capture' opportunities. As a result, if the adult education programmes have direct socio-economic benefit, the gap with the poorest and most needy is further widened.

### **Adult education and new technologies**

There is another threat to the success of adult education in its democratic and egalitarian purpose and aspiration. This comes from technology and from national plans for technological and economic development. The introduction of new technologies, especially microelectronics, throughout the industrialised and industrialising world has anti-democratic, non-egalitarian implications for the training and retraining of an industrial workforce. Such technological advances tend to be labour-saving, but to demand a very high level of knowledge and skill in a small number of workers, who also require frequent learning and training opportunities to keep up with

further technological change. A debate has been under way in the highly industrialised (or 'post-industrial') countries for some time about the impact of such technology on the production system and the prospects for mass employment. Some take a more optimistic, others a somewhat pessimistic view. This paper suggests that developing countries seeking to be industrially competitive will find themselves moving increasingly into labour-saving technologies allowing them to match industrial productivity in the North. Given that resources for adult education, training and retraining are scarce, this poses a dilemma. Should priority continue to be given to democratising adult non-formal education, such as mass literacy campaigns and programmes designed to bring self-reliant productive skills to poor communities through integrated rural development programmes? Or will the demands of technological change and for international competitiveness mean that resources will be diverted (or major new resources instead allocated) to specialised training for technological and industrial advancement, with a resulting further widening of the gap between the social, economic and educational haves and have-nots?

#### **Implications for policy, management and administration?**

Many of the issues raised so far present policy options at a high level, in several cases beyond the normal reach of those responsible for the administration of adult education policies and programmes. Others can be considered, wholly or in part, within the adult education sector, although, given that adult education often best functions as a partner or service facility to other elements in development programmes like agriculture and health, it can seldom be considered completely in isolation.

One question is how to balance the need for central direction and control with local initiative and diversity. The importance of this is clear when one considers the emphasis on participation in adult learning theory and adult education. Decentralisation of decision-making to the most local level possible is a generally desirable principle, to maximise the possibility of local communities having a hand in decisions about programmes, and of the resulting programmes relating to the real and felt needs of these communities. On the other hand, it may be necessary to exert control from the centre, at least in the sense of an 'over-rider' or review function so that local decisions and actions do not contradict essential principles and policies: for instance it would be easy for local elites, opinion-makers or officials to arrange to have adult education resources which are intended to benefit specially disadvantaged groups diverted to add to the average of the relatively advantaged, and powerful, in that district. Of course in saying this we are assuming that central (or in some countries provincial) govern-

ment is willing to allow decentralisation of decision-making and control; sometimes such considerations as national integration and security militate against this, in which case it becomes still harder to bring relevant and effective programmes of adult education for development to remote areas.

Assuming that the political will and confidence is there, there remain formidable problems about delivery of adult learning opportunities to the different target or client group. Most countries have inherited imported standardised models for mass delivery of formal education, and there is a tendency to carry across such assumptions and forms into the so-called non-formal sector. There is a need to experiment with flexible, new-style resource centres to which adult learners can come to learn in ways tolerable and acceptable to them. These may be purpose-designed centres which are of low cost, and draw on local materials and traditions; or they may be facilities already in existence for other purpose which can also serve as familiar and non-threatening learning centres. Consideration of such centres should embrace not just their size, cost, location and atmosphere, but also the characteristics of the teachers, facilitators and other resource persons, voluntary, part-time and full-time, and the characteristics of the curriculum including its origin, control, management and mode of presentation, and evaluation. If resource centres do not sit easily with those intended to learn through them in each of these ways, they are unlikely to be effective in serving those most in need.

Adult educators and others in development-oriented ministries and agencies are fond of talking of delivery systems attuned to the needs of different client groups. It is helpful also to think of recipient systems, and of the need to strengthen these so that they may be less unequal partners in the development process. Without some measure of partnership and reciprocity development becomes a top-down process of imposition which largely precludes participation. Although learning strictly speaking takes place at the level of the individual person, the group and community context of learning, with the social support which it can provide, is often crucial. Effective adult education, like effective development, requires strong recipient systems, and if adult education is to be effective, part of the work of the adult educator may necessarily be that of the community organiser, activist or development worker. Otherwise the individuals at whom programmes are directed will feel isolated and lack the confidence to participate. Some societies have recognised these group and community factors to the extent that selection for and participation in programmes depends on the support of the community from which the learner is drawn and to which he or she returns. Some non-government agencies employ the same principle in attracting people to their programmes. Thus it is the

community or group rather than just the individual who is the client or target for learning and development; and what the individual gains is understood to belong to the community, with the expectation that it will be taken back to and applied within the community. Other ways of exploiting and at the same time strengthening group and community dynamics and cohesion may be recognised, such as the identification and training of natural or indigenous leaders, and the training of people as teams or groups rather than just as isolated individuals. The forms and means for the development of strong community recipient systems will vary with the different social systems and philosophies represented in the region, but the underlying factors and the kinds of strategies they imply differ little from country to country.

One area where trade-offs and balance are required between a pure ideal for endogenous development and the practicalities of making progress without too much delay is curriculum materials. The same could be said for external (to the locality, whether overseas or national) aid for other kinds of development. Many adult educators would in principle favour an exclusively endogenous approach: all materials, as well as all teaching methods and subject-matter, would be drawn from local traditions and resources, so as to be firmly grounded in the strength and knowledge of the people. However, it may be much quicker and more efficient to introduce at least some elements into the total education delivery system (or development strategy and package) to speed things up. The introduction of an externally manufactured component may enable many villages to build otherwise endogenous irrigation systems very quickly, and the introduction of some component in teaching may have a similar effect. Carefully selected and prepared curriculum materials may be mass produced centrally for a whole country to enable the literacy process to begin, perhaps supplemented by smaller amounts of locally originated and produced materials to ensure that local diversity and relevance is secured. Or radio may be employed as a way of reaching large numbers of people quickly and inexpensively, but the way the programmes are used for learning can vary according to the uses to which it is put and the programmes are supplemented by local volunteer teachers or study group leaders. It would be useful for adult educators to examine in practical ways the most pragmatic mixes between endogenously created and produced curriculum materials and imported elements.

Another challenge for the adult education planner and administrator is to determine how far adult non-formal education should be a part of and integrated with the total education system and how far it should operate separately, and even in competition with formal education. The answer

will doubtless vary from country to country, and within countries over time. Some general propositions may be considered. Conceptually, and in terms of long-term national planning, it is important to think in terms of a total education system, which takes many forms to meet diverse learning needs, both of young persons and of adults. Deliberate educational effort is required, by non-formal means, to foster and strengthen learning which takes place outside the formal education system. This may mean an adult education or extension element being built into every development programme, ministry and agency, probably with specialist adult education advice drawn from a Department of Adult or Non-formal Education or from elsewhere—universities, non-government organisations, and so on. Within the ambit of the Ministry of Education (which tends to exclude direct responsibility for health education, agricultural extension, industrial training etc.) there should be recognition of the role of, and support for, non-formal as well as formal education at the adult as well as schoolage level. In some countries and systems the formal and the non-formal may be so well integrated, so interactive, that they cannot be clearly distinguished, and represent, rather, different strands in an integrated total system. At the other extreme, the formal system may be so traditional, rigid and inflexible, so bound to centralised curricula irrelevant to the life experience and needs of both children and adults, that alternatives have to grow up, whether governmental or non-governmental, quite outside the formal system. In these circumstances adult educators may need to look to a long-term programme of developing good non-formal education which provides alternative, competitive, models of education, with a view to assisting those who administer the formal education system to diversify and develop new modes and forms suited to the needs of different minority groups in the school and post-school system. It may be necessary for a while to develop such alternative or rival forms of provision (not perhaps literally an alternative non-formal 'system') in order to have the basis and strength to show how the regular school system can become more functional.

Certainly, it is not desirable for adult educators to think of themselves as permanently offering programmes which compensate for deficiencies in the formal system. No country can afford to run two educational systems, the second designed to make good the deficiencies of the formal. Tactically the question is how to assist those administering formal education to shift some of their highly inflexible budgets into innovative areas. This is very difficult, when over 95% of budgets are already committed, most of it to salaries, and when curriculum development and teacher inservice education are costly and new materials scarce. Non-formal and alternative experimentation in the adult education sector, and the development of

low cost endogenous staff and teaching materials, are ways that adult education may contribute to enhancing the flexibility and utility of the whole education system. Of course, if adult education itself is highly rigid and traditionally structured in terms of teacher-student relations, teaching methods and materials, then it will have little to offer by way of curriculum innovation to the school system. Adult education planners therefore need to consider not only linkages at the top levels of national planning and policy-making, but also processes of curriculum innovation and experimentation, and how to protect and disseminate such innovation, locally.

### **Professionalisation of adult education and the NGO sector**

Adult education differs from education in the formal system in the extent to which it draws upon voluntary and part-time workers. The small numbers of fully trained and qualified professional adult educators is a source of concern in many countries, and the training of adult educators is a common theme at professional meetings. Some countries are mounting their own graduate programmes at diploma through to doctoral levels; others make provision at the certificate or first degree level, often as a strand in elementary teacher training. Some countries have systematic programmes for the training of their leading adult educators in graduate programmes in overseas, industrialised, countries, holding that the conceptual development gained outweighs the disadvantages of training in a different and largely irrelevant context. Some adult educators place the main stress at the other extreme : on short, in-service, on-the-job workshop-type training in real life or close to real life conditions.

Probably no single form of training and professional development provides a complete and ideal answer. The question to consider may be, rather, the mix of training at the local, regional, national and international level, which should correspond to the range of roles and responsibilities required to manage an effective adult education service. Caution may however be required especially in regard to a quest for 'professionalisation' as an end in itself. There is a danger that highly theoretical, abstract, training away from the particular needs and circumstances of the country, or of different parts of it, may actually disable the country's best people from giving good adult education leadership. The strength of adult education at its best is its closeness and relevance to the needs of the people, and this may be lost if high-level professional cadres with professional aspirations emerge. It is necessary to have highly competent and trained leaders of adult education enterprises, to meet with national planners and the heads of other ministries and agencies and present the case for the contribution of adult education to national development. On the other hand the

strength of adult education will probably always reside in the ranks of its professionally untrained, often voluntary field workers, discussion group leaders, literacy workers, and facilitators. There is a need to consider the relative value of investing more resources in training a small professional cadre to a very high level compared with short, practical training and orientation for unpaid and part-time workers, and what kinds of training, full-time and academic or practical and on-the-job, are required for the different levels of planners, administrators, staff trainers and others in between. Most important, how does one build into the training and work at different levels that guarantee that those whose work is in the offices of ministries and agencies furthest from the field do not lose touch with the necessities and priorities of different learner groups. The history of professionalisation in other fields is not an encouraging one in this respect, and demands to professionalise adult education, as distinct from improving the quality and reach of the service, should be looked on with some suspicion. If the gain of a few dozen highly trained leaders is at the loss of tens of thousands of volunteer community workers the price is high indeed.

National associations make it easier for adult educators in government, in universities, and in NGOs, to meet together and benefit, in their work, from exchange of experience both locally, nationally and regionally. The danger of such associations may be that in drawing adult educators closer together they also draw them away from contact and partnership with those in the general education system, and from their development partners in other ministries and fields. This is not sufficient reason for not promoting and using NGOs. In many ways their role may be compared with that of adult non-formal education vis-a-vis the formal system of education itself. There are things which NGOs have the freedom and flexibility to do which it is very hard for governments and ministries to attempt : experimentation, innovation, the devising of alternatives in method, subject-matter and curriculum. Small amounts of money and energy expended in the non-government sector with the support and not-too-dominating interest of governments may lead to the refining of new and much more cost-effective means of delivering adult education programmes to diverse groups in the service of social and economic development. Such a partnership, with good linkages such as are sought between formal and non-formal education, can accelerate innovation in adult education and maybe in innovation generally; possibly more governments in member countries should consider the role of NGOs in this field and the way that recognition and modest support by government to NGOs in adult education might enhance its contribution to development.□

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*Courtesy : Adult Education and Development, Bonn, September 1982,*

Candace Corey

## *Tobacco and health : behind the smoke screen*

The subject of this article came up by chance the other day, when I was having lunch with a friend. Coincidentally, my friend told me, he had recently been interviewed by a major tobacco company for the post of director of the their worldwide communications department. Not terribly keen to promote tobacco for a living, he nonetheless agreed to go for the interview, which had been arranged for him. He met with a company official over an elegant lunch. After introductions and appetizers, the official said that he would like to start the interview by asking three questions. They were, Do you smoke ? Do you mind if others smoke ? Would you mind if everyone in the world smoked ? When my friend could not respond positively to all three, the interview ended in friendly agreement that he was not the person for the job, and the two went on talking about others things. That was it.

Tobacco manufacturers of course wouldn't mind if everyone in the world smoked. They would be delighted. Obviously not everyone smokes, yet tobacco remains the most commonly used and widely distributed drug in existence today. Tobacco is known to be lethal, but its use is legal in every country of the world. Each year tobacco claims the lives of some 2.5 million people. Richard Peto, Senior Reader, Imperial Cancer Research Fund of the Radcliffe Infirmary, Oxford, England estimates that by the year 2025, if patterns of tobacco consumption remain what they are now, this figure will reach an annual 8 million.

In fact, the use of tobacco in western countries is decreasing at the rate of 1.1% a year, according to WHO, cited by Dr Judith Mackay. Annual tobacco consumption in developing countries, however, is increasing at the rate of 2.1%. The number of Americans who smoke has been declining since World War II. But a trend that spells life for the average American means death to his brothers and sisters in the developing world.

### **The writing on the wall**

Scientific information on the harmful effects of smoking began to appear around 1920, but it was not until the 1950s that an alarm was raised. Evidence that has accumulated since then proves beyond a doubt that exposure to the burning of tobacco is linked to greater probability of death, disease, disability, loss of productivity, and an impaired quality of life.

The World Health Organization categorically lists the risks : smoking is now known to be associated with cancer of the lung, the mouth, the larynx, the trachea and bronchia, the oesophagus, the pancreas, the kidney, and the bladder, as well as heart disease, cerebrovascular and peripheral vascular disease, chronic bronchitis, and emphysema.

In pregnant women who smoke there is an increased probability of miscarriage, fatal and neonatal death, premature birth, and low birthweight.

In parts of the world where nutritional and health standards are poor, the negative effects of smoking are aggravated.

Even those who don't smoke but who live or work in the proximity of smokers (so-called passive smokers) are now known to be exposed to important health risks.

In light of such convincing testimony, why, then, do smokers continue to smoke ?

### **The addiction factor**

The answer lies partly in the addictive effects of nicotine and other substances produced from the burning of tobacco.

The 20th U.S. Surgeon General's report on smoking drew a simple conclusion on the subject : tobacco is as addictive as heroin. In fact, reported the *New York Times Magazine* (July 1988) in an article by Peter Schmeisser, the Surgeon General's report reveals the only difference between smoking cigarettes and shooting heroin to be that smoking tobacco is more deadly. The U.S. annual total of 300,000 smoking-related deaths is over 30 times greater than all of the country's narcotics-related fatalities combined.

The addictive nature of tobacco, however, is only part of the picture. A fuller answer to the question why people smoke would have to include the influence of power and politics, in this case the power of the tobacco multi-

national corporations and the politics of primarily the United States government.

### **Long-time partners in persuasion**

Smoking made its big breakthrough during World War I, when U.S. troops in the trenches were kept happy with cigarettes given to them by their government. The tactic was obviously effective, and the practice was continued during the Second World and Korean Wars. Cigarettes became the contribution of the American tobacco companies to the war effort. Packages of cigarettes wrapped in plain paper were issued as part of standard military rations. After the Korean War, however, in a move that is now cited in business school textbooks as a classic marketing coup, cigarette manufacturers began to exploit the cigarette habit with sophisticated packaging and other advertising techniques. The image of the Marlboro man was born.

Real Marlboro-smoking cowboys die of lung cancer and emphysema, documents Peter Taylor in *The Smoke Ring* but the romantic image lives on. With the decline of smoking in the United States, the advertising wizards of the tobacco industry skillfully relocated the Marlboro man (together with his heritage of ill-health) to the developing world.

In his comments before the U.S. Interagency Committee on Smoking and Health, Dr Gregory Connolly, WHO expert and, in this instance, representative of the American Public Health Association, traced the progress of the U.S. based tobacco industry in penetrating Third World markets.

There are seven major transnational tobacco companies, four of which are U.S. based. In the mid-1960s, the first U.S. Surgeon General's report, on the adverse health effects of smoking, frightened Americans enough to cause a decline in U.S. cigarette sales. In response, British and U.S. cigarette manufacturers expanded into Latin America.

By the mid-1970s, transnational tobacco companies had taken over Latin American national cigarette firms, first by breaking down trade barriers (which restricted the sale of foreign brands) and then by using American-style advertising to increase smoking rates. Latin America's limited consumer capital was thus diverted to the purchase of a non-essential foreign product and vital agricultural land given over to the production of tobacco.

In his remarks, Dr Connolly maintained that the tobacco industry met little resistance to its advances into Latin America. And the process was most likely helped along by what a 1976 U.S. Federal Securities and Ex-

change investigation termed "questionable payments" (for example the US\$2.4 million invested by Philip Morris over five years of foreign operations and the US\$400,000 paid by R.J. Reynolds to employees and agents of foreign governments, which, according to the company, was used to "maximize distribution of company...products").

British American Tobacco (BAT) is the world's largest tobacco multinational. According to its annual report (quoted in the December 1989 issue of *Health Action*), BAT made US \$ 55 million in profits from its African subsidies. US\$4 million of these profits came from Kenya. If Kenya is a typical case of a tobacco industry take-over in Africa, the cause for alarm is clear. The smoking rate in Kenya, reports *Health Action*, is rising by some 8% per year, the fastest rate in its history. The main reason, it claims, is the marketing strategy of the tobacco multinationals.

Cigarette advertisements in Kenya, as in other countries, portray success in sports, academic achievements, or sexual attractiveness to sell their product. It was in late 1988 (when the state-owned Voice of Kenya (VOK) was required under a new law to find funding other than by government subsidy) that VOK's policy to ban cigarette advertising was quietly reversed. Today the television screen shows healthy football players smoking cigarettes after winning game. As they smoke, fans are shown congratulating them for a game well played. The fans clap their hands and sing the BAT signature. "There is only one thing in Kenya a popular as football—Sportsman." "Sportsman a brand of British American Tobacco, Kenya Limited. BAT also sponsors the activities of the Kenya Press Club, ensuring maximum publicity from the local press during events. Infiltration by the cigarette industry into advertising in Kenya is nothing new. In 1989, Marlboro congratulated itself on 0 years of support of the Safari Rally, a world sporting event. The race is referred to in publicity as the Marlboro Safari Rally.

### **Breaking into (breaking down?) Asia**

Eager to try similar strategies on a virtually unexploited market, especially as smoking rates in Western countries continued to decline, tobacco transnationals turned to Asia.

Lori Heise, in the September-October 1988 issue of *World Watch*, reports on their pre-meditated assault : "One need only read the headlines of the tobacco trade press to discern the industry's intentions for...Asia. 'Bright Future Predicted for Asia Pacific,' proclaims the September 1987 edition of *World Tobacco*. 'Growth Potential' and 'More Smokers,' read two sub-heads.

“Another article marvels at the “great opportunities” in China—the world’s largest cigarette market and, therefore, the ‘most important feature on the landscape’ of the tobacco industry’s future.

But the off-the-record admission of one tobacco company executive is perhaps the most revealing: ‘You know what we want? He (joked) during a recent interview with the Tobacco Reporter, ‘We want Asia.’

“Asia however, was not easily had. Despite more than 10 years of intense lobbying, U.S. tobacco companies were unable to break into Far Eastern markets—until recently. Most countries protected their state-run tobacco monopolies through bans on foreign cigarettes (as in Thailand and South Korea) or through high tariffs on imports (e.g. Japan), as well as restriction on distribution and advertising....”

Then in 1985 the U.S. government, under President Reagan, intervened on behalf of U.S. tobacco companies. Section 301 of the Trade Act of 1974 allows the U.S. Trade Representative the power to impose sanctions against any nation whose trade policies are considered “unjustifiable, unreasonable, or discriminatory.” It was the threat of sanctions under this act, in the form of tariffs and boycotts on Japanese goods such as supercomputers, textiles, and auto parts, coupled with pressure from influential sources that ultimately forced open, the Japanese market. The barriers to American tobacco imports fell in October 1988. In the following year, similar tactics succeeded in opening the markets of Taiwan and South Korea.

The effect of this “foreign invasion” has been carefully documented. According to the remarks of Dr Connolly before the February 1988 U.S. Intergency Committee on Smoking and Health, with Japanese barriers removed, U.S. firms moved quickly to increase cigarette advertising and promotion. Japan allows cigarette advertising on television. Voluntarily, it had been kept to a minimum, but in April of 1987, six months after the Section 301 decision, more than 2000 Western-style cigarette commercials were aired on five Japanese televising stations. This represented four times the number of the previous year and 10 times more than two years earlier. Two years ago, cigarettes ranked 40th for television advertising time. Today it is number two.

The code, again voluntary, not to advertise to women or children was recently amended: cigarettes are now advertised during baseball games and feature films, which are popular with young people. Cowboys and attrac-

tive females are used in these advertisements. Cigarette promotion used in Japan includes giving free samples of American cigarettes, offered by young women on the streets of Tokyo, and sponsorship of motorcycle racing. To counter the influence of such imported persuasion, Japanese Tobacco Incorporated has introduced new cigarette brands, such as *Dean*, which pushes the rebel image of American film star James Dean to Japanese adolescents, and *Misty*, which is aimed at women.

U.S. tobacco multinationals argue that they are not seeking new markets in Asia but only want a chance at the ones that exist in other words, they want oriental smokers to switch to American brands. In fact, in Japan, and similarly in the other Asian countries that have given in to the demands of tobacco transnationals, cigarette consumption since the increase in advertising has gone up 2%. This represents the reversal of a 20-year downward trend.

The U.S. tobacco industry may be pleased with this outcome, but pressure on Asian countries to consume a harmful product, which Americans themselves are rejecting, has triggered charges of neocolonialism and of cigarette dumping. Public protests have been held in Taiwan and Korea. Early this year, Singapore moved to strengthen its anti-smoking campaign and protect its people by banning all forms of tobacco advertising. Undiscouraged, the tobacco transnationals now look to China for their future

U.S. pressure on foreign governments to purchase cigarettes, Dr Connolly concluded in his remarks to the U.S. Interagency Committee on Smoking and Health, could cause long-term harm to the economies and public health of both developed and developing nations. The U.S. economy may also be hurt by relying on a product which has a questionable future. And the involvement of the U.S. government in the international expansion of cigarette companies is, from a public health perspective, deplorable.

### **Protecting profits**

The U.S. government may no longer look to the tobacco industry for a contribution to a world war, but rather for a contribution to the American economy. The tobacco industry is quick to claim that tobacco production generates jobs and provides farmers with a ready and reliable income. At first glance, their claim appears valid.

The National Advisory Committee of the U.S. Interagency Committee on Smoking and Health caused an uproar when it announced its February 1988

meeting as a discussion of the "International Health Implications of U.S. Tobacco Trade Policy." Among those who protested the agenda were the major U.S. tobacco-producing states of Georgia, North Carolina, and Tennessee.

Just prior to the Interagency meeting, the Georgia State Senate adopted Senate Resolution 366, "urging the...Interagency Committee...to refrain from taking any action to limit or impede the export of Georgia tobacco." The resolution cited tobacco as a US \$ 1.2 billion component of the Georgia economy and, more specifically, as generating in 1986 more than US \$ 1.2 million for the state and as providing employment for over 59,000 Georgia citizens. The state of Tennessee, in a similar resolution, put its annual earnings from the sale of tobacco at US\$708,792 million and the number of jobs maintained by the industry at 50,586. Also protesting any action to modify U.S. trade policy was the governor of the State of North Carolina, who, in a letter to the U.S. Surgeon General, valued the 1987 export of North Carolina tobacco at US \$1.2 billion.

With such money involved, it is hardly surprising that the campaign to push American tobacco abroad continues, despite its toll on health and, as is being increasingly realized, the environment.

### **Tobacco and agriculture**

Farmers in the Third World, like those in the tobacco-producing states of the U.S., are not long to realize that growing tobacco pays, at least in the short-term. Health researcher Nicholas Cohen, cited by Richard North in his book *The Real Cost*, documents landowners in Bangladesh in 1981 as able to earn twice as much on their labour cost on land used to produce tobacco than on land used to produce rice, the local staple,

According to WHO, some 4.3 million hectares of the world's arable and permanent crop areas are under tobacco cultivation. Although this represents only 0.3% of the total, in a number of countries the percentage is higher, for example Malawi (4.3%), Bulgaria (2.5%), Zimbabwe (2%), and China (1 1%).

The World Health Organization recognizes that certain countries of the world depend upon tobacco as a major source of their income. In fact, the Forty-Second World Health Assembly requested the organization to consider the economics of tobacco, and it encouraged the United Nations to develop crop substitution programmes. Such crops do exist, some of which offer even greater returns than tobacco. For example, reports WHO,

studies shown that in 1986 the gross margin per hectare in Rio Grande do Sul, Brazil was higher for sweet potatoes (8.842Cz\$) and manioc (8.293Cz\$), than for Virginia tobacco (3.981Cz\$).

Farmers, however, will be unlikely to diversify into other crops unless they have a guaranteed market, as they do now for tobacco, which is supported by tobacco multinationals and by government policy. According to Richard North in *The Real Cost*, the European Community, for instance, spends US\$663 million a year on subsidies to tobacco farmers. 6% of the population of Greece is involved in tobacco production (the country is the tenth largest exporter in the world). Turning around a trend such as this means finding incentives for the cultivation of other crops. Until that happens, land will continue to be given over to the production of tobacco.

#### **The environmental implications : deforestation**

The cost of the smoking habit can be calculated not only in terms of lives and land, but also trees. *The Real Cost* calculates that around half of the tobacco grown in the world is cured over wood fires. At a rough estimate, over 1 million hectares of open forest are stripped for this purpose worldwide, amounting to a tree for every 300 cigarettes produced in the Third World. As in the case of wood used for cooking, farmers (mainly women) in these regions are having to travel further and further afield to find wood. To ensure a stable supply of the fuel needed for tobacco-curing, over 8 million hectares of trees would have to be planted. Clearly, this will not happen in the near future. An alternative would be to improve the efficiency of tobacco curing; over 80% of the fuel used is wasted in the process.

#### **"Tobacco economics are sham economics**

...no more and no less, "said WHO's Dr Roberto Masironi (WHO *Tobacco Alert*, December 1984) The Sixth World Conference on Smoking and Health put the message this way: "Tobacco is fool's gold," they warned developing countries.

With the hard cash that tobacco production promises countries in the short term, considerations such as deforestation and hidden costs to health, not to mention health care programmes, are often overlooked.

In reality, clarifies WHO, economic gains to a country from tobacco production are outstripped by economic losses—from premature deaths, from medical bills, from fires caused by careless smokers, from lost productivity and absences from work caused by tobacco-related illnesses. In the U.S.

alone the loss from these causes is estimated to be more than US\$60 billion yearly, states the report by the U.S. Office of Technical Assessment (a scientific advisory body to the U.S. Congress). Countries in the developed world also pay the cost in the form of subsidies to tobacco farmers. In the developing world, the use of land to produce tobacco instead of food can cost a country its self-sufficiency.

In short, tobacco doesn't pay, except for the tobacco transnationals.

### Turning things around

With cigarette consumption declining in the west, tobacco transnationals are literally banking on the fact that they 'can create enough smokers in developing countries to compensate. At least in the short term. They know that long-term prospects for the industry are reduced with every death from tobacco, with every revelation on the health risks of the habit, with every consumer awakened to the manipulative advertising practices of cigarette manufacturers.

An acquaintance of mine, an accountant for Philip Morris, is casual in discussing his company's investments outside of the tobacco industry. In his professional circles, it is common knowledge that money to be made from tobacco is drying up.

As late as 1981 tobacco industry spokesmen were denying the cause-and-effect relationship between smoking and disease. Meanwhile, their actions betrayed them as tobacco transnationals began diversifying into everything from food and drink to oil and insurance. The writing is on the wall. They know it. But the question is, Does the consumer?

Ultimately, protection against tobacco transnationals lies with the consumer. When the government is preoccupied with other concerns—trade deficits, immediate economic prosperity, or, as in many developing countries, simply staying afloat in a sea of debt—the choice for or against tobacco falls to the individual.

The person who knows to protect his or her health, the person who sees through the tactics of tobacco advertising, the person who won't be manipulated so that someone else can make money—this is the person who says "no" to a smoke.\*

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*Courtesy* : CONTACT No. 114, May 1990, the bi-monthly bulletin of the Christian Medical Commission of the World Council of Churches, Geneva.

Rita Chopra

## *What Ails Adult Education in Third World Countries*

Third World countries, in the mid century, were by and large characterized by high rates of illiteracy, most of all among females and the rural population, shortages of food with consequential under-nutrition and malnutrition, poor environmental conditions and a rapid rate of population growth. All these problems resulted in a high dependency burden, lack of capital, a slow rate of economic growth and a low per capita income with the mass of the people living well below the poverty line. But with the attainment of independence, several of the Third World countries pinned their hopes on the promotion of education as the means, par excellence, for rapid social and economic progress. At first, the Third World countries believed that if an enrolment ratio of about 80 per cent at the first level, and a literacy rate of about 80 per cent could be achieved, they would catch up with the developed countries. But when a few countries reached this target and even then they did not catch up as anticipated, it was surmised that they failed to do so as they had not sufficiently emphasized adult education. It had been rightly so in the countries like Afghanistan, Bangladesh, Burma, India, Iran, Kampuchea, Republic of Korea, Lao People's Democratic Republic, Malaysia, Mongolia People's Republic, Nepal, Pakistan, Phillipines, Singapora, Sri Lanka and Thailand. The reason being that education is a life-long process, and catching one end of the string does not ensure functionality throughout. In other words, adult

education helps in making the adults literate for the ensuing changes in the developing countries. Appreciating the importance of adult education, the Third World countries ventured in the area of adult education, But they failed in achieving the desired result. The reasons for this are numerous.

### **Misconceptions**

The very first conception that adults learning to read and write have the same needs as children, is wrongly understood. The psychology of an adult is totally different from that of children on the basis of the factors of heterogeneity and structure. The normal adults' perceptions are stable whereas the perceptions of the child can be changed. Along with this, learning for a child is the job of identifying new things and events but the adult, on the other hand, is an experienced veteran, where there is always a danger of his previous experience to appear in-between. The misconceptions, apart from psychology, also lies with teaching material, testing procedure, and the like, used for adult literacy programme. Many of the workbooks used in teaching are often indistinguishable in form and content from those used in elementary schools. Adult literacy classes employ teacher-controlled didactic methods usually identified with basal reading, management programme's and large group instruction. These constricted approaches have often been found inappropriate for children (Goodman *et al.*, 1988) and the same are being tried on adults. Likewise, some of the diagnostic tests, commonly used with adults, were developed for children and not for adults (Kazemek and Rigg, 1983; Meyer, 1987; Harman, 1987). Such indiscriminate practices of teaching and curriculum frame are against the very concept of adult education. Again, the adult education functionaries in the Third World countries could not rightly match the potential and importance of mass media. They have been still harping the age old tune of 3R's. Whereas the exposure of mass media has made many of the adults educated beyond doubt. The adults have necessary skills which need to be exploited for their betterment and welfare. The very concept of adult education need to be rethought in the direction where religion and mass media have educated them.

### **Copying the educational systems**

Third World countries have always been trying to copy the models of adult education being tried out in the industrialized countries, which have reached high levels of technological development. Irrespective of the problems and potentials of their adults, these countries have been busy in trying out models of advanced countries. A great deal of malaise affecting the state of education in Third World countries have been caused by the inappropri-

ateness of the model provided by the industrialized countries. The national and international contexts in which the Third World countries find themselves today are quite different from those which existed at the time when the industrialized countries got their pace of growth accelerated.

### **Power and Government**

Needless to say that if children were to receive more and better schooling, there would be fewer illiterates. The problem, however, has deeper roots. Illiteracy is largely a result of political and social factors. Ruling parties hold back the rights of people to their own self-determination. There is a tendency on the part of each new government to effect immediate changes in the policies and programmes of its predecessor, e.g., since independence, every government in Sri Lanka has meant a change in the ruling party, and every new government that has come into power has shown a compulsive tendency to effect major changes in the educational policies and programmes of its previous government without having a careful assessment of its pros and cons. So, the non-implementation of policies and programmes and vested interests of the prevailing government hinder the success of adult education in third world countries.

### **Rapid population growth**

Another constraint that stands in the way of success of adult education is that the target population has been increasing by leaps and bounds. Rapid population growth has been an obstacle to the attainment of much desired goals, while a slower rate of population growth would have ensured or facilitated the achievement of adult education. A number of recent studies have demonstrated in unmistakable terms that if desired educational goals are to come within the reach of attainment, the rate of population growth would have to be considerably slowed down. The Third World countries have been realizing this problem but they could never foresee their tasks and hence could not plan for future programmes. That is how, they could neither catch the young children for school nor could make their adults literate.

### **Literacy as a social phenomenon**

Literacy is influenced by social and cultural practices. Many literacy campaigns have been started for the eradication of adult illiteracy. Countries like Afghanistan, Brazil, Cuba, India, Jamaica, Nicaragua, North Korea, Somalia, Tanzania and Vietnam opted for such campaigns, some with complete success, others with remarkable results. But that does not mean that the literacy campaigns are the only alternative for eradication of

illiteracy. Countries where no such campaigns were organised also attained 95 per cent literacy. e.g., USSR raised an army to train adult learners but failed, whereas Denmark never started any literacy campaign and still it has a literacy rate of 95 per cent. Therefore, the only way is that the adult learners should always be looked as "individuals-in-networks" (Fingeret, 1983). The impact of culture and social class upon literacy must be demonstrated which is missing in the the Third World countries.

### **Equality of opportunity**

Educational advantages are seldom spread out evenly throughout a population especially in the case of Third World countries. Social groups that are traditionally more disadvantaged gain least from increased outputs provided by the government into education, especially when the inputs are less than adequate in the face of rapaid population growth. In addition to this, women are not allowed to participate and attend the adult education centres, particularly in rural areas.

### **Non-professional functionaries**

In the Third World countries, the persons who teach adult learners usually belong to the category of untrained personnel and are a weak link in the programme. Majority of the persons engaged in administering provision or teaching adults have either been unpaid volunteers or have not depended for their living on the payment they have received. Not only that, the skills required to run large scale operations, the importance attached by society to adult education, the expectations of participants, and the awareness that a distinctive body of expertise in adult education has emerged have contributed to a sense that there is a need for staff, not only full time, but professionally well trained. There is no denying in fact that training is given to the functionaries in some places but the over all situation in respect of its quality is not satisfactory. Adult educators neither know about the nature of adult learning and teaching nor adult literacy. Generally, they put too much emphasis on literacy component as it is relatively easier to be achieved than the other two viz., awareness and functionality, for which they have hardly any training. Adult education functionaries, like the public, generally may wish that adult education is a relatively uncomplicated endeavour through which adults without certain skills somehow acquire them with minimal educational, social and political struggle. This seems to be wrong. On the one hand, we expect our school teachers to be highly educated, well read in the professional literature and to have completed successfully various practical and student-teaching experiences. But on the other hand, we want to prepare adult educators is ten hours or so as to make them effective.

The ailments, mentioned above, are hindering the way of adult education. Unfortunately, there is no clearcut solution. These problems are certainly of many shades of grey. The success of adult education programme can only be met if instruments derived from modern technology, with its limitless possibilities are put to use on an adequate scale and with appropriate means. Otherwise, the war will be lost before the battle has even begun, and the Third World countries might as well bury their heads in the sand and throw up their heads in despair. The educational policies should not be laid down from above but the policy decisions must be made at the local level and that too with the participation of people. Literacy programmes should be provided only for well-motivated adults. Ivan Illich has demonstrated that well-motivated adults make as much progress in a year as might be accomplished by the children in six years of elementary school.

We need to learn from the best of our research, theory and practice and then boldly struggle to make adult education a success.

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Naseem Akhtar

## *A Case for Integration of Population Education with Adult Education*

Although problems related to population became a subject of scientific thought and discussion in different countries since the late 18th century, the problem of population has attracted the attention of the demographers, family planning specialists, administrators and educationists only in the beginning of the 20th century, specially after 1950.

In India a nation wide family planning programme was initiated after independence and has been vigorously implemented after 1961. The programme has adopted various approaches such as clinical service and information education and communication support. A need for population education for out of school youth and adult illiterates was felt by the National Conference on Population Education, which was held in New Delhi in October, 1971, because it was realised that education in the present days is not simply concerned with earning a livelihood or becoming a good citizen but also to make people concerned with quality of life at the individual and societal levels.

Several research and evaluative studies conducted by various government and non-government organisations have revealed that the families living below the poverty line are mostly illiterate and are large families in economic terminology. Demand for children is regarded as a major determinant of fertility, which in turn, is greatly influenced by education. Literacy is one such variable which has consistently shown a negative relationship to fertility and illiteracy a positive relationship to fertility. There is a high linkage between population growth; educational level and development prevailing in a community, region or nation. Population is not an isolated variable in the development process; it is one of the many economic variables affecting developing countries in their efforts to attain a higher quality of life. Education must respond to the total socio-economic situation if it

is to be expected to contribute to the promotion of change. In order to respond effectively, education must be revamped. This integral renovation of education implies innovation in educational planning and administration, in curriculum contents and teaching and learning processes and methodologies within the framework. Population related issues become important components which must be included in educational activities because of their present and future effects on individual and society. Population education is thus an integral and relevant educational response to the challenge proposed by the process of change.

Population education basically aims (1) at creating among the people an awareness and understanding of one of the most striking phenomena of the modern world namely population and its growth, the causes, trends and major factors affecting it. This involves studying the influence of population trends on various aspects of life—social, cultural, economic and political, and in particular, its close interaction with the whole process of development enabling to get increasing control over famine, disease and untimely death and similarly control over unplanned births also. The significance of population growth on individual and family life is also a part of population education.

#### **Awareness**

It is expected that a decline in population growth rate will be faster when efforts on education front are interalia made to inculcate awareness among out of school youth and illiterate adults about population situation, the problem of population growth, its effect on their individual life and the country as a whole. The National Steering Committee on Population Education at its meeting held on 14 May 1984, recommended that in the Seventh Five-year plan suitable provision should be made for population education programme in higher education, school education, both formal and non-formal and adult education.

Adult Education programme in India is a massive programme having potential for incorporating various development themes, particularly when viewed from the point of view of functionality, It should, therefore, be based on the existing and emerging new needs, problems and resources of all the people in India in order to be known as a people's programme. This programme has always been kept flexible to accommodate new developments. The adult learners, by and large, are in the age group of 15-35. As a matter of fact, most of the learners are both men and women, already married, and are in the highly reproductive age-group, for whom population education is of immediate concern. According to the National Literacy Mis-

sion document, adult learners form a very big target group of approximately 80 million people. Under the adult education programme, they will not only develop rational attitudes towards the small family norm but also they will simultaneously start deriving benefits of service provided for couples willing to adopt the small family norm.

In order to attain this goal, contents of population education have to be identified and included in the curriculum for literacy and post-literacy stages. Special motivational and supplementary materials integrated with population education contents are also needed, as they are equally useful for both learners and functionaries.

The areas of concern of population education overlap with that of the adult education programme. In fact, adult education includes many items forming part of population education, such as citizenship education, health education and family life education. However, there is a need to provide greater attention to population education by identifying those areas which bring into focus the issues related to it more clearly and which communicate the messages prominently, with the support of various voluntary organisations, University departments of adult and continuing education, Ministry of Health, UGC, NCERT etc., the Directorate of Adult Education organised several workshops and seminars as a result of which conceptual clarity on the issues involved in integrating population education with adult education was developed.

On the basis of a survey it was observed that the population education related topics included in the materials and the training programmes of the functionaries did not adequately and effectively communicate the messages of population education. New strategies were, therefore, developed and adopted by the Directorate of Adult Education for systematic and consistent integration of population education content highlighting messages of small family norms, quality of life, proper age of marriage, responsible parenthood, population related traditional beliefs, mother and child care, environmental education, sanitation and savings. The National Resource Centre and the State Resource Centres are to engage themselves in accomplishing the tasks envisaged in this context.

### **Curriculum**

A draft curriculum on population education for adult education programme both for the development of materials and for the functionaries has been prepared. The infusion approach has been adopted for developing the curriculum. It is an accepted fact that inclusion of population education

in adult education programme is more meaningful and effective when this integration is done in the content areas.

A wide range of core contents have to be identified and these are to be integrated with the related topics of the existing materials. The related topics are to serve as the natural plug-in points. The primers, work books and animators guides will be taken up first for integrating the population education contents, so that the materials will start reaching the adult education centres and Jana Sikshan Nilayams soon. New supplementary materials and teaching aids are also to be prepared highlighting population education messages in addition to the basic literacy materials. As in basic literacy materials, population education topics and concepts are to be included in the post-literacy, supplementary and training materials as well. The field level functionaries who have to implement the adult education programme are to be oriented to develop the right type or attitudes towards population education including the need for small family norm for every individual household. Orientation is needed to prepare simple teaching aids and supplementary materials on population education so that both the instructors and learners can be motivated to get themselves involved in the teaching-learning process to bring about the desirable change.

As for the training of the functionaries, the strategy which may suit well is that population education contents should be discussed along with other topics related to adult education in the pre-service training programme. In the case of the functionaries who could not be oriented in population aspects in the pre-service training programme, a separate orientation course on population education may be organised for a short duration. Population education concepts and messages specific to the needs and interests of the women groups are to be integrated for female centres.

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T. Kumaraswamy

## *Evaluation of the Activities of Jana Sikshana Nilayams*

An adequate evaluation base is essential for post-literacy and continuing education programmes for proper assessment leading to systematisation and further improvement. Post-literacy and follow-up activities in adult education programmes are organised with the objectives of (1) preventing the neo-literates from relapsing into illiteracy, (2) sustaining the learning interests of neo-literates, (3) improving the knowledge, skills and capabilities of neo-literates and (4) creating scope for application of their learning for improvement of their own conditions. Both literacy and post-literacy activities are the two sides of the same coin. Several attempts are being

made by governmental and non-governmental agencies for extending educational opportunities to neo-literates through community radio centres, farmers training centres, youth clubs, mahila mandals, village libraries etc. At present, post-literacy and continuing education activities are organised through the establishment of Jana Sikshana Nilayams (JSNs) under the National Literacy Mission.

The activities of a JSN include organisation of an evening class for upgradation of literacy and numeracy skills, library, reading room, charcha mandal, simple and short duration training programmes, sports and adventurous activities, dissemination of information on development programmes, national concerns, and maintenance of community radio, T.V. and VCR for the benefit of the participants. A person known as prerak is appointed to organise these activities. The activities should be organised in the best direction possible. Evaluation has to be conducted before the implementation, during the organisation of the activities (formative evaluation), and after organisation of the activities (summative evaluation). The greater the stress on formative evaluation the better will be the success of JSNs.

### **Questions**

Evaluation of the activities of JSNs does not merely mean evaluating the knowledge, skills and capabilities of participants i.e., neo-literates, school drop-outs, pass-outs of schools, non-formal education learners and all those persons who wish to continue their education in the cluster areas where the JSN is located. A wide range of questions have to be answered while evaluating and some of them are as follows :

1. What are the expectations of the beneficiaries of JSNs?  
What do they want to accomplish through their participation ?
2. Is the prerak, who is kept in-charge of JSN, able to meet the requirements of the beneficiaries ?
3. Is he/she able to provide facilities for retention, continuing education and application of functional literacy ?
4. Is he/she able to provide awareness about the national concerns (alleviation of poverty, national integration, equality of opportunities, afforestation, cultural aspects, women's equality, population control etc.) and technology missions (drinking water, oil seeds, immunisation, telecommunications, adult literacy, dairy development) ?

5. Is he/she able to organise the activities of library, reading room, charcha mandal, simple short duration training programmes, sports and adventurous activities, recreation and cultural activities ?
6. Has he/she maintained the records and submitted the periodical reports ?
7. Could he/she effectively utilise the community radio, TV., VCR and other facilities properly ?
8. What is the relative effectiveness of various teaching methods, literacy methods, audio-visual aids, wall posters, charts, learning materials, community support etc., on the success of JSN ?
9. Why are the problems of absenteeism and ineffective participation of the people taking place in JSN ?
10. Are the timings of JSN convenient to beneficiaries ?
11. Are the JSNs established in convenient village/places ?
12. Is it practically possible for a prerak with a minimum academic qualification of Xth class (S.S.C.) to perform effectively all the activities of JSN ?
13. Were the alternative arrangements made by the prerak during his absence satisfactory ?
14. Are the pre-service and in-service training provided to preraks useful and sufficient ?
15. Is there any need to change the mode and duration of the training programmes for different functionaries of JSNs (preraks, college adult education programme officers etc.)?
16. What criteria have to be adopted to select preraks and other programme functionaries specifically for JSNs ?
17. What are the views of the elite community, JSN participants, programme functionaries, community leaders on the performance of JSNs?
18. What types of resource support were rendered by the development departments, local organisations, adult education programme functionaries, universities, regional resource centres, state resource centres, libraries, formal education institutions for the JSNs ?
19. Was the monitoring system satisfactory ?

20. Were the finances provided to JSNs used for the purchase of equipment, books, maps, charts, pictures, sports items, bicycle, honorarium of the prerak, and other JSN contingencies or were they utilised for some other purpose or remained unutilised? Is there any need to increase the budget provision ?
21. Is it enough to continue the establishment of a JSN for 4-5 villages covering a population of 5000 or is it necessary to have a JSN for 2-3 villages or in each village ?
22. What are the other factors that are significantly affecting the performance of JSN and to what extent ?
23. Is the way of organising post-literacy and continuing education programmes through JSNs worth continuing ?

### **Objectives**

Evaluation of the activities of JSNs needs to be well-planned without which the basic objective of evaluation gets defeated. It should not be conducted amidst the four walls just like correcting the examination scripts. It is practically a field oriented experiment to be conducted by trained personnel with a specific purpose. Hence it is always desirable to select the programme functionaries namely, preraks and project officers for evaluation of JSNs. Evaluation of JSNs requires clear cut objectives as in the following :

1. Measuring the knowledge and skills acquired by JSN participants in terms of literacy, functionality and awareness and the extent to which the participants used the same in day-to-day life situations.
2. Measuring the achievement motivation, aptitudes, attitudes, personality factors, interests, etc., of the participants.
3. Assessing the effectiveness of JSN library books and pamphlets supplied by the development departments.
4. Evaluating the performance of charcha mandals, their mode of functioning, topics covered, mode of preparing discussion reports etc.
5. Assessing the contribution and involvement of the staff
  - (a) Instructional staff (preraks, instructors, project officers, deputy directors)
  - (b) Supportive staff (school teachers, college lecturers, headmasters, principals, librarians).

- (c) Community support (village/local leaders, mahila mandals, youth clubs, co-operative societies, publicity agencies, cultural associations, volunteers, district development departments—Health, Agriculture, Animal Husbandary, Revenue, Education etc).
6. Evaluation the contribution of resource organisations such as State Resource Centres, Regional Resource Centres, Universities, District Institutions of Education and Training, District Resource Units, State Directorate of Adult Education, Local Adult Education Projects, Voluntary organisations, etc.
  7. Evaluating the physical atmosphere of the JSN (location, lighting, neatness, cleanliness, etc.
  8. Assessing the JSNs in terms of training provided to the villagers and local youth.
  9. Assessing the quality of audio-visual equipment provided to the JSNs.
  10. Chalking out the cost-benefit analysis of JSNs (financial costs Vs. economic, social, political and cultural benefits).

Planning and organising the evaluation of activities of a JSN should not form the concern of one particular individual. It requires a lot of base work to be done. Hence it is always better to make it a team activity. The evaluation team should have a clear cut understanding of the objectives of evaluation and before going over to the field they should be adequately trained with regard to (i) preparation of evaluation tools like questionnaires, check lists etc. (ii) methods of contacting the beneficiaries and others to get right information and (iii) method of writing the evaluation reports.

### **Participatory**

Evaluation of post-literacy activities should be always participatory and the team of evaluators should take it seriously. They should never create fear in the minds of JSN participants and community but have to make them feel open, easy and happy to provide actual information. The evaluators should not accept the task if they cannot go for field work, objectively evaluate and provide scientific data to the decision makers. Further, the evaluation of JSNs should be carried out in time. Then only it will be useful to improve the existing field situation and to take corrective steps. Evaluation should not be merely fault finding, but should take into consideration the edge overs, the success stories and innovative methods adopted by the field functionaries.

P. Gopinadhan Pillai

## *Ernakulam : The First Total Literacy District in India*

Every human being should have the right to learn, the right to read and write, the right to question and the right to imagine and create. Mahatma Gandhi, had observed that "illiteracy is a sin and shame". At the time of independence, among the 35 crores of Indians nearly 28.5 crores were illiterate. Due to the untiring efforts put in after independence through a series of programmes, the percentage of literacy in India increased from 16.67% in 1951 to 36.17% in 1981.

TABLE 1  
Percentage of Literacy, India, 1951-81

<i>Year</i>	<i>Total Literacy</i>	<i>Male Literacy</i>	<i>Female Literacy</i>
1951	16.67	24.95	7.93
1961	24.02	34.44	12.95
1971	29.45	39.45	18.72
1981	36.17	46.74	24.88

'Elimination of illiteracy is a part of the struggle that India is waging to destroy the economic, political and social structure which has helped the privileged minority, the elite to exploit the poor'. Many programmes for

eradicating illiteracy were implemented in India by various agencies. The recent ones were the National Adult Education Programme in 1978; Point 16 for eradicating illiteracy in the new 20 point programme in 1980; the mass programme for Functional Literacy in 1986. All these programmes failed to achieve the desired objectives. Hence, in 1988 a new programme known as National Literacy Mission was introduced by the Govt. of India. National Literacy Mission is a societal mission which implies that there is a political will at all levels for the achievement of the mission goals, that a national consensus can be created for mobilisation of social concerns, and that mechanism can be created for active participation of the people through energisation of their latent potential for substantial improvement, in their working and living conditions'. The aim of the National Literacy Mission is to make 8 crores of illiterate belonging to 15-35 age group literate by 1995.

### **History**

Among the Indian States, Kerala has the the highest percentage of literacy (70.42%). It was during 1970-71, that an experimental functional literacy programme was launched in Kerala under the auspices of the Kerala Grandhasala Sangham. In 1977, the Kerala Association for Non-formal Education and Development was formed to fight against illiteracy. From 1983-84 onwards the State Department of Development selected 11 districts where adult education centres were organised. The Adult Education Department attached to State Department of Education was also actively involved in eradicating illiteracy. The University of Kerala through its Centre for Adult Education and Extension is in the forefront to eradicate illiteracy during the last ten years. It has started adult education centres with the financial assistance from UGC since 1983-84. All these untiring efforts along with a net work of schools and colleges through out Kerala made it the most literate State in India.

During 1988-89, a number of voluntary organisations put-forth the idea of achieving total literacy in Kerala. Many organisation appoached the Central and State Governments for assistance to total literacy programme. The first among them was the National Service Scheme of Mahatma Gandhi University. The NSS Unit of M.G. University submitted a cent per cent literacy project for Kottayam Municipality to the Central Government, got the necessary funds and successfully completed the programme. Thus, Kottayam has got the rare credit of being the first total literacy city in India, within a short period of 100 days. The campaign is known as "People's Education and Literacy Campaign, Kottayam". Before the completion of Kottayam total literacy campaign, Kerala witnessed another campaign for total literacy i.e. the Ernakulam Total Literacy Campaign.

TABLE II  
**Districtwise Illiteracy in Kerala, 1981, Arranged according to  
 Levels of Literacy**

<i>Sl. No.</i>	<i>District</i>	<i>Illiterates as percentage of population</i>
1.	Kottayam	18.34
2.	Alleppey	21.48
3.	Ernakulam	23.18
4.	Quilon	25.89
5.	Trichur	26.41
6.	Trivandrum	29.50
7.	Kozhikode	29.88
8.	Idukki	32.56
9.	Cannannore	34.25
10.	Malappuram	39.50
11.	Wynad	41.67
12.	Palghat	42.00

(Source : A Handbook on Kerala, PRD, GOK, 1988, Page 134).

#### **Ernakulam District**

Ernakulam a District in Central Kerala having the geographical area of 2408 sq. k.m. with a population of 25,35,294. The Ernakulam District has eight Taluks. Historically, Ernakulam has been a centre of learning from the very early period. Ernakulam has been one of the highest literate district since 1901. According to 1981 census, the literacy rate of Ernakulam District was 76.83%. Thus, the illiterates in Ernakulam are living in a highly literate environment.

The leading role for the implementation of Ernakulam total literacy project was played by the Kerala Sastra Sahitya Parishad (KSSP), a very popular voluntary organisation of the State. The idea of a campaign for total literacy in the Ernakulam District was supported by Shri. K.R. Rajan, Collector of Ernakulam.

A draft proposal was prepared by him with the help of the District Planning Officer and KSSP and it was submitted to the NLM. After discussions with the District Collector and KSSP, the NLM expressed their willingness to fund the project. The National Literacy Mission (NLM) suggested that the leading role should be taken over by the KSSP. Thus, the total literacy project was approved in September 1988. As per the usual norms of the NLM, the cost of making 1.50 lakh persons literate would have been Rs. 181 lakhs, but the Ernakulam project was sanctioned only Rs. 80 lakhs.

TABLE III  
Illiterate, Sectionwise, Ernakulam District—1981

Total Population	—	25,35,294
Males	—	12,69,174
Females	—	12,66,120
Scheduled Castes	—	2,16,443
Scheduled Tribes	—	3,551
Total Illiterates	—	5,87,679
Male Illiterates	—	2,44,341
Female Illiterates	—	3,43,338
Scheduled Caste Illiterates	—	79,860
Scheduled Tribe Illiterates	—	1,683

The Ernakulam District Literacy Council, registered with the District Collector as Chairman, was entrusted with the responsibility of running the project. A three faceted organisational machinery was envisaged for the actual execution of the project. It consisted of the organisational network headed by the District Collector; the project office network consisting of the project officers and other full time personnel; and the people's network with voluntary organisations as its backbone.

#### Total Literacy Project

The Ernakulam total literacy project was officially inaugurated on 26 January 1989 by Sri. E.K. Nayanar, the then Chief Minister of Kerala. The campaign itself was named as "Lead Kindly Light". The project office was up with 4 project officers and 4 Assistant Project Officers at the headquarters and 20 Assistant Project Officers at the 20 sub-project areas. They were recruited on deputation (without any special allowance) from among government and non-government employees. The project office worked round the clock through out the year. The District Collector held hundreds of meetings of his Officers, Panchayat Presidents, Political Leaders, Voluntary Organisations, Religious Leaders, Anganwadi Workers etc, to mobilise effective field support to the programme. The KSSP, on 21 January 1989, organised five Padayatras starting from five corners of the district and converging at Cochin on 26 January, 1989. This was the curtain raiser of the total literacy programme. People got the first exposure to the total literacy campaign through this procession. Subsequently, block, panchayat and ward level committee meetings were held. B.D.O.s, Tahsildars, Panchayat Executive Officers were actively involved in the programme with special responsibilities. Literacy squads were formed in each and every ward.

After the preliminaries, a one day survey covering all the families were conducted on 18 March, 1989 to locate and identify the illiterates squads under the charge of four to five literacy workers covering about 50 to 60 families each. The survey not only helped in locating the illiterate but also in conveying the message of literacy to all the families. During the survey, the potential learner met the potential instructor. The survey revealed that there were 1,84,787 illiterates in the age group 6-60 years, of whom 1,15,578 were women. Of the total, 65% were above 35 years.

TABLE IV  
Occupational profile of Learners

<i>Type of work</i>	<i>Percentage in Total</i>
House Hold work	45.38
Wage Labour	29.19
Agricultural Labour	2.31
Factory Labour	2.02
Cultivation	3.47
Small business	1.16
Fishing	2.31
Govt./Semi Govt. Employee	3.76
Headload worker	0.58
Carpentary	1.16
No particular occupation	8.67

(Adopted from the Ernakulam Total Literacy Programme : An assessment by P.K. Michael Tharakan.)

It was assessed that 15,751 of the illiterates could not be educated for several reasons dominant among them being sickness, alcoholism, physical disability and mental retardation. The remaining 1,69,036 learners were enrolled in the 20,000 literacy centres in the district.

TABLE V  
Classification of learners on the basis of Monthly Income

<i>Monthly income in Rupees</i>	<i>Percentage in total</i>
Less than 100	1.15
100-200	21.96
200-300	23.98

300—400	12.71
400—600	24.85
600—800	9.24
800—1000	4.33
Above 1000	1.73

The highest recorded monthly income was Rs. 1200/-.

A special primer entitled Aksharam (the letter) was prepared for the learners. A separate handbook and seven additional reading books for the instructors were also prepared for effective teaching. Two workbooks for learners were introduced. For teaching 1,69,038 learners, nearly 22,000 instructors were selected and about 1000 master trainers were identified to give training to the instructors.

TABLE VI  
**Details regarding Instructors**

<i>Category</i>	<i>Percentage</i>
Males	37.83
Females	62.16
Age below 20	20.46
Age 21—25	44.78
Age 26—30	17.37
Age 31—40	13.12
Age 41—50	2.31
Age 51—60	1.15
Age Above 60	0.38
Educational qualification below SSLC	2.70
Educational Qualification SSLC	50.19
"          "    PDC/Teacher Trainee	35.90
"          "    Degree	8.88
Post-Graduates	1.54

(Source : Adopted from Ernakulam an assessment).

Studies revealed that 62.93 per cent of the instructors were unemployed : 11.96 per cent engaged in household affairs and 10.42 percent were students. 93.82 percent had training in literacy from the programme itself. 63.32 per cent have no previous experience in any form of teaching.

A literacy centre had 5 to 10 learners. In 20.46 per cent cases, the house itself was the centre. Most of the centres were functioning within a radius of 150 metres. In 50.28 per cent of cases, the distance between the house of the learner and the centre was within 100 metres, out of 22,000 instructors, 12,000 were women.

### **Mass Awareness**

A systematic effort for building mass awareness is necessary to make a literacy campaign successful. From 15 April to 25th April, 1989, 20 teams of Aksharakala Jatha presented Kalajatha programmes throughout the district. It made a new awareness regarding literacy programme in the district. Thousands of posters were displayed propagating the importance of literacy. Individuals and organisations sponsored stickers, banners, and hoardings. Newspapers, Radio and Television carried reports everyday. The atmosphere of the entire district was surcharged with the call for literacy. It was a highly motivated social programme which has got aggressive publicity. Various class and mass movements co-operated well with the literacy movement. There was actually social programme has got some short of legitimization because officials were associated with the total literacy programme. One can find similar campaigns earlier in Kerala, particularly the ones relating to land reforms and family planning. It was the social call and aggressive publicity that generated the enthusiasm of the volunteers and encouraged the learners. Such a surcharging, environment had to be constantly maintained till the end of the programme. Even training programmes were used for environment creation. There were seven master trainers' camps and twenty instructors' training camps. In all the places local arrangements, including food, were fully looked after by the community. Collection of money and materials for these camps itself served as good publicity.

After the initial round of enrolment was over and literacy classes became stable, it was found that about 20 to 30 per cent of the learners were still out side the classes. To persuade them to join the literacy class, Padayatras were conducted in each and every ward. The students of schools in the district took the literacy pledge and went round in jathas to encourage learners and instructors, Various voluntary organisations also played a major role in attracting instructors.

The learners were determined to learn and the instructors were excited to teach. The method of teaching was through discussion. More than two thirds of the instructors were women. By and large, the learners wanted to learn, writing and reading. Nearly half of the learners were above the age of 40.

TABLE VII  
Behavioural changes noticed by Instructors in Learners

	<i>Percentage</i>
Improvement in the way of speaking	11.58
Controlled consumption of Alcohol	10.03
Stopped consumption of Alcohol	7.72
Maturity in Behaviour	17.39
Sense of personal hygiene	6.19
Systematic and Regular Behaviour	23.16
Stopped smoking	5.40
Controlled smoking	8.88
No fundamental change	7.33
Started showing respect to officials	6.16

In Ernakulam District a massive art festival and competition was organised for the neoliterates. It was reported that 18,572 literacy centres operated mostly between 6 p.m. and 10 p.m. The programme was said to be monitored and evaluated. Instructors reported regularly to the literacy control room about the attendance and the progress made. Cases of drop-outs were reported to the total literacy committee. The leaders of the literacy programme visited the centre and brought back the drop-outs. After the literacy classes were completed, internal and external evaluations were conducted to declare the learners neo-literate. The KSSP report claimed that 98.50 per cent literacy was achieved in Ernakulam District. But a study conducted by Dr. Michael Tharakan of the Centre for Development Studies, Trivandrum, on the basis of a direction from the Central Ministry of Human Resource Development shows that Ernakulam has achieved 91 per cent literacy. On 4 February, 1990, the then Prime Minister, Mr. V.P. Singh, declared Ernakulam as the first total literacy district in India.

A special feature of the Ernakulam total literacy project 'Lead kindly Light' was the massive involvement of Government Officials from the District Collector down to the Village Officers. Literacy promotion needs resources, but it also needs insight, empathy and the desire to work face to face with the poor. It is the sacrifice, commitment and hardwork on the part of thousands of instructors and activists that made this venture a great success. The inspiration and enthusiasm that radiate from the Ernakulam experiment thus spread to the entire length and breadth of the country.

Mridula Seth

*Communication and Extension  
Through Literacy : Development  
of A Primer*

Communication is a process of sharing ideas. In today's world of information technology, it is unfortunate that millions have no access to information. Their deprivation in spite of advancement in mass media and technology is a matter of shame for programme planners, scientists and educationists. It poses a big challenge to communicate information to the masses—whether it is related to health and sanitation, income generation, legal literacy, consumer education or the environment.

The print media opens a world of information which a literate person can read, comprehend and assimilate. It results not only in gain in knowledge but also changes one's attitudes towards life and opens a door leading to a

wide world of information. The thirst for knowledge ever increases through the medium of printed letters.

The process of gaining literacy skills for an adult is slow and demanding. It requires reassurance at all stages to sustain his/her motivation to continue the effort to achieve literacy. Can this process be used for communication? Development of a literacy primer 'Padho Aud Jaano' meaning 'read and learn' is an attempt in this direction.

### **Genesis**

The idea to develop such a primer was conceived in 1978 when I decided to register myself for Ph. D. from Delhi University. However, after a few months, it was realised that this work required team approach and the requirements for doctoral research demanded individual effort showing definite outcome with a predetermined research design. Participatory research not only was going to be time consuming but would also be unpredictable, perhaps frustrating.

Therefore, the topic from development of materials was changed to "Study of motivation in women participating in the Functional Literacy Programmes". During the course of my study, I not only made an attempt to learn about the individual learners but also about their instructors, materials and methodology being used and the group interaction among those coming to the centres. Indeed, the change in focus of the study enabled me to gain insights into the various aspects of adult learning, materials and methodologies and also the environment of the learners both at home and in the centres.

When I rejoined college after study leave. "Extension Methods" was introduced as a subject in the undergraduate curriculum of Home Science (Delhi University) in 1983. This was a very good opportunity to develop a literacy primer through which messages related to the course content in Food and Nutrition, Child Development and Resource Management could be communicated. Students of the two colleges—Lady Irwin College and the Institute of Home Economics—became the instruments for development of the literacy primer through the 'Each one—Teach one' programme undertaken by both the Colleges under the National Service Scheme (NSS).

### **Planning**

Planning the literacy primer has been an exercise in extension programme planning. The following questions were asked :

- (A) Who would be the learners? i.e., The Target group
- (B) Who will teach them ? i.e., The instructors

- (C) What will be communicated ? i.e., Content
- (D) How will they be taught? i.e., Methods and materials in terms of language teaching and functional education.
- (E) How to assess the impact of learning? i.e., Evaluation.

### A. THE LEARNERS

For communication to be effective, an understanding of the socio-economic background of the learners is very important. My extension background and work experience had made me sensitive to the needs of the learners. While appreciating the differences between children and adults, I also realised a certain similarity during my research when it came to recapitulating alphabets. When asked to write a certain alphabet, they would recall the word beginning with the alphabet e.g., बालक for 'ब' and not ल or क which may also have been introduced in the lesson. No doubt, in adults the concepts were well formed and abstract ideas could be visualised and communicated, but in language teaching, it was difficult to comprehend! Recall of alphabets was easier through the Phoenetic Method.

In reading, it was found that correct pronunciation was a main barrier in learning. Even the instructors pronounced alphabets with and without 'matras' wrongly leading to a lot of confusion. It was realised that even college students made mistakes in using correct 'matras'. Moreover, depending on the pronunciation and dialect of the learners, they used the long and short forms of 'matras'. It was therefore, felt that for functional use, long and short forms of 'matras' should be taught together and discrimination of sound familiarised with undue emphasis on its correct use in the initial stages. Where practice was given in reading syllables i.e., alphabet with 'matra' together e.g., ली, वृ, ने, etc., it was easier for the adult learner to read. Sometimes, simply omitting "and" (और) in joining alphabets made reading exercise smoother e.g., while reading कलम, if the learner read क और ल और म it was more difficult compared to simply joining कलम.

Being able to read sentences without completing the vocabulary sustained their motivation to continue learning. In the initial stages, with limited vocabulary, the thrill of reading was great even if the sentences and words were not very meaningful. However, with increased vocabulary, the interest was more for relevant sentences and messages. Thus, in planning the primer, the psychology of the learners was kept in mind.

## **B. THE INSTRUCTORS**

The primer was basically developed for the undergraduate Home Science students to communicate messages to women while imparting literacy skills to them. The primer served a dual objective : (a) to be used as a medium of communication or a training tool for strengthening communication skills of the student instructors and (b) to impart literacy skills through the individual approach. However, it was found that in our village centre, the primer could also be used in group teaching. The village instructors and student instructors for the 'Each One—Teach One' programme both required intensive training in using the primer and special workshops were held every year before summer vacations to train the student instructors.

Over 100 students every year were involved in the programme. Since it was compulsory for all the students and integrated into their curriculum, a number of non-motivated students were also participating in the programme. Resource constraints made it very difficult to monitor the progress of each student instructor and her learner. Therefore, the need to have "contact programmes" was realised. Every college student brought her learner to the college three times in a year. In these programmes, the staff members and group coordinators were able to meet the learners face to face and get feedback from them.

## **C. THE CONTENT**

A wide range of topics covering social issues, environment, legal literacy, consumer education, health and nutrition are relevant for adults. However, a choice had to be made keeping in mind constraints for the programme, time and skills of the instructors. The present primer has been confined to communicating messages related to health and nutrition, sanitation, human (child) development, womens issues and citizenship, consumer and population education and the environment.

Table No. 1 shows the words selected which are intended to initiate discussion which the learners individually or in a group situation.

According to the guidelines provided by the Directorate of Adult Education (1990) for construction of IPCL (Improved Pace and Content of Learning) Materials, the primer was divided into 3 parts. Lessons, exercises and numeracy were incorporated in each part. For planning language component of the primer, help from linguists was taken. Suggestions from the experts of the Directorate of Adult Education were considered.

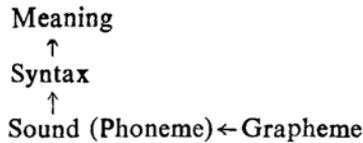
TABLE I

Content analysis of Primer "Padho Aur Jano"

S. No.	Key word	S. No.	Key Word	S. No.	Content
<b>PART I</b>		<b>PART II</b>		<b>PART III</b>	
1.	माता	15.	जूं कीड़ें	24.	वृक्ष मित्र विज्ञान
2.	काम	16.	फोड़ें सफाई	25.	संयुक्ताक्षर
3.	नमक	17.	भोजन योग	26.	पत्र लेखन
4.	लाल गाल	18.	टीका चोट	27.	फार्म भरना
5.	रात	19.	थूक छूत	28.	चैक भरना
6.	पालक खा	20.	शादी हम	<b>Stories</b>	
7.	अनार आमला	21.	टग, डर	29.	हक
8.	पिता इनाम	22.	वोट भंडा	30.	आत्मसम्मान
9.	पानी ईख	23.	अपवि मिश्रण, ऋण	31.	हिम्मत
10.	बालक दाना			32.	सपने
11.	घन घर				
12.	ऊपरी खुराक दूध				
13.	एक अनेक				
14.	अौरत तोल				

#### D. METHODOLOGY OF TEACHING

Linguistic skills of reading and writing have multidimensional facets involving psychological processes, sociological relevance and communicational premises. There are many similarities between a written and a spoken language. A spoken language makes use of sounds to convey meaning. A written language does much the same thing but it makes use of visual symbols. For many years linguists pointed out that the basic factor in teaching a person to read a language he can speak, is teaching him to relate visual symbols or "graphemes" with the sound symbols of spoken language. From a technical point of view, the work of an educationist in literacy programmes has often been to determine (a) the phonemes (unit of sound recognised as phonetically similar) of a language and (b) the best way to the corresponding graphemes (written symbols of a language related to phonemes). This view of teaching reading can be seen in the following diagram.



Most literacy materials are structured according to the sound system of the language. This means that the materials are planned to introduce certain sound elements at different points. Within the materials, certain phonemes and corresponding graphemes of the language will also be introduced.

The primer is a means of communication and a method of imparting literacy skills. In the initial stages, a printed primer was not available. A format was prepared and students were explained the philosophy and methodology of teaching adults. Each student was to identify an illiterate learner at home or near her place of residence. Some students who could not find learners, were attached to the village centre where the actual teaching was done by the village workers and students mainly monitored the learners progress.

Each student prepared a set of teaching cards. Each alphabet was taught by four cards—first card had a visual of a word, the beginning of which was the alphabet being taught eg. बालक where ब was to be introduced. The visual was meant to initiate discussion on the word which was selected with great care keeping in mind the relevance and interest of the target groups. The second card had reading exercises making use of the new letter along with others previously taught. Third and fourth card writing exercises related to the alphabets words. Numeracy was also incorporated.

(a) *Language teaching*—Selecting the method of teaching language skills is a very crucial decision. Three commonly adopted approaches in teaching adults are :

- (i) The Analytic method. It is based on the assumption that words, phrases and sentences are meaningful units of thoughts and not the elements of language i.e. vowels and consonants. They make it possible to introduce interesting and useful subject matter right from the beginning. Therefore, they begin with the whole, i.e., words, phrases, sentence and story. When these units have been recognised as a whole that is they become right units, the letters are separated and drilled. New word, phrases and sentences are built with the help of elements learnt.
- (ii) The synthetic method—or the alphabetic, phonic and syllabic method. Historically, these methods were used before

analytic methods were introduced. These methods are based on the assumption that the mastery of the elements of language (i.e. letters) is the key to reading. Therefore, recognition of basic elements should start first. In the alphabetic method, the learners learn the names and forms of letters usually, in their alphabetic sequence. In the phonic method, the sounds of the letters are taught. Now a days in both the alphabetic and the phonic methods, the letters are taught with the help of pictures of well known objects, the names of the objects begin with the same sound as the letters to be taught. Pictures are intended to serve as “props” or recall devices for the letters. In the syllabic method, the teaching units are not letters but the syllables.

- (iii) The Eclectic method is a combination of both the analytic and the synthetic methods. Therefore it is also known as the “dual method” of teaching. In the present primer, an eclectic approach was adopted. Certain sight words like है, में, से were also introduced to make reading exercises interesting and meaningful.
- (b) *Social awareness* : For communicating messages related to selected issues, a main visual was made for each word beginning with an alphabet to be introduced, e.g., picture of spinach (पालक) for introducing the alphabet “r”. While using the primer, student instructors felt the need for information and even more visuals to carry out discussions with their learners. Therefore, small visuals were introduced in the second stage of development. For topics related to health and nutrition, Werner’s book “Where there is no doctor” published by the Voluntary Health Association of India, New Delhi, was used for reference. For other topics, extensive work was done by the students in selecting appropriate visuals. Suggestions were made by some experts to include side visuals in the Instructors’ Manual and not in the primer. However, feedback from student instructors and their learners clearly indicated the value of these visuals in the main text. According to the IPCL guidelines, by the time a person completes the basic primer, he should be able to read and comprehend meaningful sentences and paragraphs. While doing field work as a part of my job, I have come across several women whose case studies have been used not only as interesting reading materials for neoliterates but also as stories leading to discussion on relevant issues. Therefore, it was considered appropriate to use four such case studies as stories in part III of this primer.

c) *Functional awareness*—Numeracy and functional arithmetic is an important component of a primer. Research into teaching numeracy was not carried out due to constraint of time. Therefore, the existing primers of the SRC, Jamia Millia, Directorate of Adult Education, Delhi, Literacy House, Lucknow, and Deepayatan, Bihar, were used as the basis for selection of content related to numeracy, simple arithmetic i.e., addition, subtraction, multiplication, division, knowledge of weights and measures and reading time.

### E. EVALUATION

Language occupies a pivotal place in literacy. The basic skills acquired through language learning facilitate learning of concepts in other areas. The nine basic language skills identified by NCERT (1991) are—listening, speaking, reading, writing, comprehension of ideas, functional grammar, self learning, language use and vocabulary control.

Evaluation should be a built in process in planning any educational activity. In planning the primer, it was considered essential to incorporate exercises and tests for the learner's self evaluation and monitoring by the instructors.

To assess the impact of any intervention programme, it is important to compare the knowledge and skills of the learners at different stages in the learning process. Initially two tests were developed—a knowledge test based on the content and a literacy achievement test. These tests were planned to be administered before starting the project and on its completion. The tests have now modified according to the IPCL guidelines (1990) which clearly suggested that each part should have three tests. These should include both literacy and numeracy components. Exercises in reading, writing, comprehension and functional use of language in communication have been given in the tests. For numeracy and functional knowledge of arithmetic recognition of numbers and application in sums dealing with real life situations have been given.

At the end of each part, a certificate is given for completing the book, This is supposed to motivate the learner to continue learning.

### F. SUPPORT MATERIALS

The aim of using the primer was not simply for imparting literacy skills but also communicating messages. Moreover, student instructors were also using this programme for establishing rapport with the people and developing sensitivity towards their environment. Therefore, it was emphasised throughout the programme that the teaching-learning process was very important and it had to be a two-way process of sharing with humility and

respect for the adult learners. Student instructors realised the inadequacy of their own knowledge related to several issues raised in the primer and created a need to develop a Manual. Thus, a Manual was developed in 1984 to support the primer. The Manual consists of general guidelines for working with adults, methodology of using the primer, discussion points for each key word selected and method of evaluation.

*Games* are excellent media of recreation. Games can also be used for communicating messages and strengthening literacy skills. A set of playing cards "Khelo Aur Jano" (play and learn) was developed. Each card has a visual depicting a word which in most cases is included in the primer. For each alphabet, 3 cards have been made. The cards are played like other cards—the winner being the person who can make sets of 3 similar alphabets. Cards are served to all the players (2-4) and surplus cards are kept in the centre. For making sets, a card from the middle can be picked up. While discarding the card, a few sentences about the visual/word have to be spoken by the player. Thus, while recognition of the alphabet is possible through the cards, messages can also be communicated effectively. During field testing, a need was expressed to develop support materials for discussing issues on certain topics. Therefore, a manual for playing cards has been prepared for the worker. The playing card set and manual have been printed by UNICEF (MNIO) in 1990 as a part of the Sanitation Kit for village level motivators.

Oral Communication Forms (OCFs) are very important for strengthening literacy skills. A study by Khanna (1991) on development of songs and other forms of oral communication forms is an attempt to support the primer and strengthen language skills in reading, listening, vocabulary, writing and comprehension.

The primer 'Padho Aur Jano' is the outcome of a long and sustained process of interaction with learners, student instructors, subject matter experts, adult educators and linguists. Starting with class room activity in 1983, workshops held every year before summer vacations enabled the content and methodology to be refined. Regular feed back from the users resulted in several modifications in the content. However, even though the sequence of alphabet introduction and choice of key words for discussions was changed, the eclectic approach of imparting literacy skills has been retained.

Recently, it is being used by a few voluntary organisations where community workers i.e. health workers and Balwadi workers are using it for strengthening their work. Their involvement will further support the programme and test the utility of this material as a means of communication and extension.

## *Adult Education News*

### **Literacy Awards for K. L. Zakir and Phulrenu Guha**

Shri K. L. Zakir of Chandigarh and Dr. (Smt.) Phulrenu Guha of Calcutta have been awarded the Nehru and Tagore Literacy Awards respectively for the year 1991.

The Awards instituted by the Indian Adult Education Association are announced on the eve of the International Literacy Day i.e. September 8 to inspire literacy workers and to help the cause of eradication of illiteracy from the country.

Shri Zakir, Chairman, Chandigarh Sahitya Academy, Secretary, Haryana Urdu Akademy and Hony. Director, Sharmik Vidyapeeth, Chandigarh has been selected for his outstanding contribution to the promotion and development of adult education for nearly four decades. Shri Zakir the 24th recipient of the Nehru Literacy Award has been instrumental in inspiring college students to undertake adult education work for the all round development of urban and rural areas.

He has written extensively on adult education particularly for the neo-literates. His booklets for neo-literates in Hindi, Urdu and Punjabi have won national awards. He has prepared teaching/ learning materials for various categories of adults, including workers and slum dwellers.

He has also received Ghalib Award for outstanding work in Urdu literature.

The fifth Tagore Literacy Award winner Dr. (Smt.) Phulrenu Guha, former Minister of State for Social Welfare has been selected for her pioneering work for promoting literacy education among women.

Dr. Guha had been involved in adult/social education since community development project days. She had organised adult night school in slum areas to improve their quality of life.

Padma Bhushan Awardee Dr. Guha has been associated with many educational, social and cultural organisations. She is the President, All India Council for Mass Education and Development, was Working President, Niraksharta Durikaran Samiti (Removal of Illiteracy); was general Secre-

tary, All India Women Conference; was a member of the Committee on Status of Women in India 1972-75. She has taken active part in preparation of a Primer for the non-literates.

## **ZONAL CONFERENCES ON ADULT EDUCATION**

### **Central Zone**

The Central Zone Conference on Adult Education which concluded in Kasauni (Dist. Almora) U.P. on June 30, 1991 welcomed the reduction of time suggested to make a person literate under the Improved Pace and Content of Learning (IPCL), but felt that the amount of Rs. 65/- suggested to make a person literate was totally inadequate and should be suitably increased.

The Conference felt that desired results from adult education programme could never be achieved if it continues to be of adhoc nature and suggested that permanent adult education schools should be opened particularly in the zone comprising the States of Bihar, MP and UP where the literacy rate is very low as compared to the national average.

The Conference noted with concern that the training provided to functionaries under the Total Literacy Campaign, MPFL and the Centre Based Programme is quite inadequate and recommended that proper measures be taken to ensure proper and adequate training.

The Conference convened by the Indian Adult Education Association discussed the present position of literacy in the Zone, problems related to adult education in the zone and the role of students, youth, VAs, universities and others in the Total Literacy Campaign.

Outlining the objectives of the Conference, Shri KC Choudhary, General Secretary, IAEA said that the major emphasis of a zonal conference is to find out the problems of the zone and the strategies adopted to solve them. He said that the major thrust of this conference will be on the role of students, youth, housewives, voluntary organisations, universities in the Total Literacy Campaign. The delegates will share experiences and observations of the TLC being undertaken in their States.

Shri NC Pant, Vice-President, and Chairman of the Central Zone of IAEA said that all out efforts should be made to banish illiteracy in the age-group

15-35 by 1995. He felt that different approaches should be adopted for achieving the objective of eradication of illiteracy. Dependence on one only would not take us near to our goal, he feared. Shri Pant said combination of centre based approach, MPFL and the total literacy campaign as per the need of the area and the group would help in achieving the literacy level of 80-85 percent in the zone. He exhorted adult educators to work with more vigour because of high illiteracy particularly among women in the zone.

Earlier, Shri A.H. Khan, Secretary, central zone, IAEA welcomed the delegates.

Presenting the working paper, Shri JL Sachdeva, Director, IAEA said that the TLC is based on the assumption that there would be active involvement of the community i.e. the students, youth, elders, women activists, voluntary workers and the persons who are expected to benefit from the literacy campaign. He felt that it would be difficult to ensure the participation of all types of people without any monetary benefit or incentive.

Shri Sachdeva felt that in Kerala and West Bengal the ruling party was actively involved in the campaign. It relied on person to person contact and community involvement. He feared that such high degree of motivation both among learners and volunteers might not be available in the States of Central Zone. He said that it would be difficult to create tempo for literacy and more difficult to sustain it throughout the duration of the programme.

Shri Sachdeva said that task is monumental in Bihar and UP where casteist structure might frustrate literacy campaigns.

The students, Shri Sachdeva felt would play an important role in the TLC but to think of mass participation of students without incentives would be a wishful thinking.

He emphasised that political parties and their mass organisations and traditional and electronic media have to play a significant role to involve the volunteers and learners in this programme.

Speaking on Jan Shikshan Nilayams, Shri Sachdeva stressed that the Prerak should be a fulltime worker to do justice to the multifarious activities of a JSN. A part-time Prerak, he felt, can't deliver the desired results.

During discussion the following suggestions were made :

1. The budget allocated for a JSN is not adequate and it is high time to look at its budgetary provisions so that they could serve the community for which they have been created.

2. Permanent adult education schools should be established to get desired results.
3. Need and area based materials should be produced for the illiterates and the neoliterates.
4. There should be a perfect coordination between the NSS and the Department of Adult Education in the University.
5. Untimely supply of grants are effecting the tempo of Adult Education in the universities and VAs.
6. Training is quite inadequate in the MPFL programme. The training of the volunteers is hardly undertaken.
7. Incentives are a must to meaningfully involve the students in this programme.
8. The services of well established voluntary organisations should be recognised and properly funded to carry out their programmes.
9. The shortcomings of centre based approach should have been removed rather than experimenting now and then.

About 40 participants from the States of Bihar, Madhya Pradesh, and Uttar Pradesh attended. Universities of Magadh, Bhagalpur, Jiwaji, Rohilkhand, Gorakhpur, Gurukul Kangri also deputed delegates.

#### **Recommendations**

The following recommendations were adopted by the Conference :

1. The Central Zone Conference on Adult Education of the Indian Adult Education Association held in Kasauni, Dist. Almora, Uttar Pradesh on June 29-30, 1991 welcomes the reduction of time suggested to make a person literate under the Improved Pace and Content of Learning (IPCL) but feels that the amount of Rs. 65/- proposed to make a person literate is totally inadequate and should be increased to atleast Rs. 200/-.
2. To Conference feels that completion of three books within 200 hours may not be possible and suggested that the number should be reduced to two in the present form or may be revised so as to enable the learners to complete the books within the perscribed time limit.
3. The Conference feels that desired results from adult education programme could only be achieved if adhoc nature of the programme is done

away with and permanent adult education schools are opened particularly in the Central Zone comprising the States of Bihar, Madhya Pradesh and Uttar Pradesh where the literacy rate is very low as compared to the national average.

4. The Jan Shikshan Nilayams, the Conference feels, are the ideal centres not only for providing post literacy and continuing education opportunities for the neo-literates but also to promote self education among the masses. But it strongly feels that there is an urgent need to have a fresh look at the budgetary provisions and other aspects of the JSN so that they could meet the needs and aspirations of the beneficiaries. The JSNs at present by and large are not meeting the functions enlisted for a JSN under NLM.
5. The Conference strongly feels that untimely release of grants to the Universities, Government Departments and voluntary agencies is considerably affecting the tempo of adult education programme in the country. It suggests that 90% grant should be released at the time of the sanction of the grant or before the start of the programme.
6. The Conference strongly recommends that meaningful participation from the students is possible only if proper incentives are given to them. In the days of career consciousness, it would be only a wishful thinking to get their participation without proper incentives.
7. The Conference urges that the staff employed in the Departments/ Centres of Adult and Continuing Education in the Universities should be taken on maintenance grant and the uncertainty about their continuation should be removed. This has been done in Madhya Pradesh and the Universities in Bihar and Uttar Pradesh should also take necessary steps in the direction. The uncertainty about continuation of job of various types of functionaries in the Government Departments in the Zone should also be removed.
8. The Conference strongly feels that inadequate training is being provided under MPFL, TLC and the Centre Based Programmes and suggests that proper measures should be undertaken to ensure proper and adequate training at various levels.
9. This Conference feels that it would be difficult to get volunteers under the total literacy campaign in the zone and equally difficult to maintain their interest for 200 hours in the programme. It feels that the task is monumental in the States of the zone where castiest structure may frustrate literacy campaign. The Conference feels that payment

of proper incentives should be arranged so that total literacy campaign should not result in signature campaigns only.

10. For success of the adult education programme the Conference feels different approaches should be adopted to suit the need of a particular area. Under total literacy campaign it would be difficult to make a person functionally literate.
11. The Conference urges that funds allocated for adult education should be utilised for the adult education work and not diverted to other programmes.
12. The Conference feels that Central Zone has three big States of the country and one SRC is not meeting need of the entire state. It suggests that regional resource centres should be established so that training, material and other needs could be properly met.

#### **North Zone**

Prof. B. R. Sharma, Vice-Chancellor, Dr. Y. S. Parmar University of Horticulture and Forestry said in Solan (HP) on July 4, 1991 that adult education programme could give desired results only if there was active participation from all sections of the society. He said that universities and voluntary agencies should play an active role in this regard.

Prof. Sharma was inaugurating the two-day North Zone Conference organised by the Indian Adult Education Association in collaboration with Centre for Adult, Continuing Education and Extension, Panjab University in Solan on July 4-5, 1991.

Prof. Sharma said that literacy is essential to enable the non-literates to participate actively in the development of the country. He said that voluntary agencies had contributed a lot in the field and they should be encouraged and funded to take this programme on a big scale. They are most suited for this work, he added.

He appealed to all particularly the teachers and students of the Universities to take this work in a missionary spirit.

Prof. Sharma stressed the need to promote education among women. He said that if women participated in this programme in large number, elementary education in the country would get a boost because no literate mother would like that the child remains illiterate.

Earlier, Shri A. S. Chandel, Director, Students Welfare of the University welcomed the Chief Guest and the participants from the North Zone. He

said that if Kerala could achieve cent percent literacy, why not the States and UTs in North Zone could achieve this. He said that voluntary agencies have played a leading role in this programme earlier and their involvement should be increased further. Population explosion and illiteracy are the two major causes of our backwardness and these should be removed on priority basis, he emphasised.

Dr. N. N. Pangotra, Director, Centre for Adult, Continuing Education and Extension emphasised the need to mobilise youth to work as volunteers. He said that the approach now should be area based and efforts should be made for the total development of the area.

Shri R. N. Mahlawat, Chairman, North Zone and Vice-President, IAEA presided over the Conference. He said that adult education could become a movement if the people are motivated and the demand for literacy comes from illiterates. He said that voluntary agencies are best suited to do this work because they are nearer to the people and know their basic problems.

Shri Mahlawat said that inspite of the good efforts made by voluntary agencies they are not being provided finances in time which is resulting in slow progress at various places. He appealed to the Government to provide funds in time to enable the voluntary agencies to carry out their function effectively. He also called upon the voluntary agencies to prepare some innovative projects so that there could be better results.

Speaking on the occasion, Shri J. L. Sachdeva, Director, IAEA said that participation of the people, both volunteers and learners could be possible if mass media, particularly electronic media play an effective role. He said that the need is to provide prime time slots on literacy on TV and Radio so that the volunteers and the beneficiaries get motivated.

Shri Sachdeva also emphasised the need to utilize traditional media to create environment for adult education. He said that media which is popular in a particular area should be extensively utilized and it could play a meaningful role in motivating the masses and in creating proper environment for undertaking adult education work.

Shri K. C. Choudhary, General Secretary, IAEA proposed a vote of thanks.

During the two-day meet the following points emerged:

1. Planners do not generally feel that literacy is essential for development. This feeling should be removed because literacy has

played a great role in development of many countries of the world.

2. Training should be conducted in collaboration with Home Science Colleges specially when organising programmes for women.
3. There should be effective coordination between formal and non-formal education.
4. People working at the grass-root level must be consulted before any programme is chalked out for them.
5. New experiments in adult education should be conducted.
6. Adhoc nature of the programme should be done away with.
7. The money sanctioned for adult education should be utilized for the purpose for which it is sanctioned and not diverted to other programmes.
8. Training programme should be strengthened.
9. Need based literacy material should be produced.
10. Some incentives to the non-literates should be given to get their involvement in the programme.
11. The services of well established voluntary agencies should be recognised and provided funds to promote the cause of literacy.
12. Schools should be given complete responsibility for eradication of illiteracy in the village in which it works as has been done in Iraq.
13. The village Panchayat should oversee the functioning of the Adult Education work in its area.

35 participants from the States of Haryana, Himachal Pradesh, Punjab, Chandigarh and Delhi attended the Conference. Universities of Kurukshetra, Panjab, Himachal Pradesh, Dr. Y. S. Parmar and Punjab Agricultural also deputed delegates.

### **Recommendations**

The following recommendations were made:

1. The North Zone Conference on Adult Education organised by Indian Adult Education Association and Centre for Adult, Continuing Education and Extension, Punjab University, and held at Dr. YS Parmar University of Horticulture and Forestry, Solan on

July 4-5, 1991 welcomes the launching of Total Literacy Campaign (TLC) in various districts of the country. It also welcomes the reduced duration of learning from the present 350 hours to 200 hours under Improved Pace and Content of Learning (IPCL), but feels that dependence or near dependence on TLC alone would not solve the problem of banishing illiteracy from the country in the next decade.

2. The Conference feels that it is a hasty decision to close the centres in a phased manner. The role of an adult education centre should not be underestimated as it provides an opportunity to learners to meet and discuss their day to day problems. It feels that centres should be continued and the honorarium of Instructors be raised from the present Rs 100/- to Rs. 300/- to get competent and committed people.
3. The Conference feels that it would be difficult to get volunteers in larger number under total literacy campaigns and more so to retain their interest for six months in the programme. It recommends that either adequate monetary benefits or incentives should be provided to persons working for adult education.
4. The Conference notes with concern that there is no coordination between the formal and non-formal sectors of education. The physical facilities and other resources available in formal educational institutions must be made available for the adult education programme.
5. The Conference feels that promotion of literacy in the election manifestos of the various political parties is only a partial manifestation of political will. It must be translated into actual practice.
6. The Conference feels that many programmes of adult education are framed without taking into account ground realities. It strongly recommends that grass root functionaries must be associated with the formulation of the programmes and projects.
7. The Conference notes with concern that inspite of several recommendations made at various fora the training of various level of functionaries is not receiving due importance it should receive. It recommends that proper measures must be undertaken so that the instructors and volunteers and other functionaries must receive proper and adequate training so as to get themselves meaningfully involved in the programme.

8. **The Conference recommends that the services of well established voluntary organisations should be recognised and should be involved in the formulation of the programme and also provided adequate finances for promotion and implementation of the programme.**
9. **The Conference notes with concern that funds to universities and voluntary bodies are not released in time and is proving a great hindrance in the success of the programme. It urges timely release of funds and simplification of procedures in sanctioning of funds.**
10. **The Conference welcomes the initiative taken by the Government to increase the number of Jan Shikshan Nilayams (JSNs) in the country, They will go a long way in checking the problem of relapse into illiteracy. But the Conference feels that the Nilayams as Community Education Centres should work for about 8 hours a day and must have a fulltime Prerak. It strongly feels that prekrak honorarium of Rs. 200/- is too low for a person to do justice to the multifarious activities of a JSN. A room in the school of Govt. building must also be made available for the proper functioning of a JSN. They will not have any impact if they continue to function in the house of Preraks, the Conference feels.**
11. **The Conference recommends that expenditure on administration of adult education programme should be reduced and more funds allocated for field programmes.**

### **Training Programmes for Adult Education Functionaries**

#### **First Batch**

The Indian Adult Education Association with financial assistance from the Department of Education, Ministry of Human Resource Development, Government of India has started the second adult education project in Himmatpuri (Trilokpuri), a trans Yamuna colony under the Improved Pace and Content of Learning (IPCL). A training programme for the first batch of 30 functionaries was organised by the Association at its premises in New Delhi on June 17-26, 1991.

Inaugurating it, Ms. Surinder Saini, President, Bharat Sewak Samaj (Delhi Branch) and that the stigma of illiteracy could only be removed if each and every literate in the country is actively involved in the programme of adult education.

She said that adult education has not been given the importance it should have been given in the earlier years. It was only in 1978 it was taken as a national programme.

Ms. Saini said that through literacy illiterates should be made aware of their rights and duties. They should be given knowledge of keeping good health. She said that promotion of literacy among the women is a need of hour and the IAEA has taken a right decision to give more emphasis on education of women in the adult education project.

Earlier, Shri J.L. Sachdeva, Director, IAEA in his welcome address said that the Association has started the second project in the Himmatpuri area to remove illiteracy from the re-settlement colony in the next four years. He said that the IAEA will not only work for the removal of illiteracy but would also see that the children in the school going age-group do not remain out of the school.

Shri Sachdeva said that motivation has been a serious problem in adult education and it would only be overcome if the instructors undertake this programme with missionary zeal. He said that the real problem is the motivation of the instructor. If the instructor takes the programme with dedication and commitment, it would not be difficult to motivate the learners, he added.

The subjects covered in the training programme included aims and objectives of adult education; a brief history of adult education in India; some do's and don'ts while teaching adults; preparing teaching aids for adult education programme; teaching techniques (IPCL Part I, II & III); field problems of adult education; adult education and public cooperation; adult psychology; motivation; population education; women and law; role of cultural programmes in adult education; income generating programmes; health and hygiene; monitoring and evaluation; post literacy programmes and how to keep records in adult education.

Among resource persons were Shri R.S. Mathur, Addl. Director, DAE, Dr. (Mrs.) Sharda Jain, Seva Gram Sansthan and former Principal, Janki Devi Mahavidyalaya, Dr. Dharm Vir, former Joint Director, ICA, Shri B.R. Vyas, former Addl. Director, Adult Education, Delhi Administration, Mrs. Nishat Farooq, Director, SRC, JMI, Shri V.K. Asthana, Joint Director, DAE, Dr. S.P. Sharma and Dr. D.S. Mishra, Deputy Directors, DAE, Shri D.V. Sharma, former Joint Director, DAE, Shri D.N. Mathur, Director, Shramik Vidyapeeth, Dr. Gyanendra, Population Education Officer, FPAI, Dr. A.K. Sen, former Professor, National Institute of Health and Family Welfare and Shri Shahzad Hussain and Shri Pravin Arora, SRC, JMI.

### **Second Batch**

The IAEA organised a training programme for second batch of pre-reqs and instructors at its head quarters in New Delhi from July 29 to August 7, 1991. Smt. Lalita Ramadas noted social worker inaugurated it.

The subjects covered in the training programme among others included teaching techniques (IPCL Part I, II & III), preparing teaching aids for adult education, field problems in adult education, seeking public cooperation, motivation, population education, women and law, income generating programmes, adult education and cooperatives, role of banks in promoting adult education, self evaluation techniques and post literacy programmes.

In addition to Association's own faculty, resource persons from DAE, SRC, FPAI, New Delhi, Shramik Vidyapeeth, Voluntary Health Association of India. National Cooperative Union of India (NCUI) Syndicate Bank Training College addressed the participants. 25 functionaries participated.

#### **Experimental Centres on Film 'Chauraha'**

The Indian Adult Education Association in collaboration with SRC, Jamia Millia Islamia will be organising 10 adult education centres in its Project area Himmatpuri (a trans-yamuna colony) to test the efficacy of 40 episode film 'Chauraha' produced by the Directorate of Adult Education, Government of India.

Three functionaries of IAEA attended the Master's Training Programme in SRC, Jamia Millia from August 26 to September 3, 1991. The instructors who will be organising the experimental centres were given fifteen days training.

The centres will start functioning soon.

#### **Book on Frank Laubach**

The Indian Adult Education Associations will be bringing out a book on Frank Laubach's role in promoting each one teach one in India. The book edited by S.Y. Shah, discusses in detail the methods and material of Frank Laubach in promoting literacy in India during 1935-70. He was the first to introduce the 'Each One Teach One' method in India.

#### **Draper to Deliver First Roby Kidd Memorial Lecture**

Dr. James Draper, Professor, Ontario Institute for Studies in Education, Toronto (Canada) will deliver the first Roby Kidd Memorial Lecture in March, 1992 in New Delhi.

Dr Draper has visited India many times to work with Departments of Adult/Continuing Education of Universities and has extensive knowledge of adult education in this country. He was Director of the Shastri-Indo Canadian Institute, New Delhi. He is a Life Member of Indian Adult Education Association.

The Lecture has been instituted by Roby Kidd Foundation. New Delhi to perpetuate the memory of Dr. Kidd, the renowned international adult educator.

**IGNOU Starts Diploma in Rural Development**

The Indira Gandhi National Open University established in 1985 has started a Diploma Course in Rural Development.

The course of study include Rural Development : Indian Context; Rural Development Programmes; Rural Development Planning and Management; Rural Social Development; and Project Work.

The five courses in the programme can be completed in one or more years, subject to a maximum of four years.

The Diploma Programme will start in January 1992.

For details kindly contact the Director. School of Continuing Education, Indira Gandhi National Open University, Maidan Garhi, New Delhi-110068.

**Seminar on Total Literacy**

The Bombay Council of Adult Education and Social Development organised a Seminar on "Total Literacy—Role of Voluntary Organisations, Universities and Secondary Schools" in Bombay on August 24, 1991.

Inaugurating it, Principal T.K. Tope, Ex-Vice-Chancellor, University of Bombay said that expenditure on higher education was more than the primary education and that was the major reason for high illiteracy in the country. If primary education had been strengthened, the illiteracy problem which is being felt now would not have been there, he said.

He said that functionality is an important part of literacy programme and without it there would not be much success. The other related problem of Total Literacy Campaign is family planning because illiteracy and high population growth rate go together. Unless the growth of population is checked, the literacy mission would not achieve its objective, he feared.

Shri D.B. Karnik, former Editor, Maharashtra Times, in his address said adult education should include vocational knowledge, health and hygiene and civic education. He said right to education must be made one of the basic right of a man.

Dr. J.M. Gadekar, Secretary and Director, BCAESD in his address said the biggest hurdle in the campaign is mass inertia. He said in the adult education programme in addition to ability to read, write and compute, there must be opportunities to apply these skills for the economic betterment of the people.

The Seminar concluded that voluntary organisations, schools and universities and the Government agencies should coordinate their activities in the National Literacy Mission and a good rapport must be established among them.

### **Expenditure on Adult Education**

A sum of Rs. 131.15 crore was spent on the various schemes of adult education during 1990-91. Minister of State for Parliamentary Affairs P.R. Kumaramangalam told Mr. Ram Badan on behalf of the Minister for Human Resource Development in the Parliament on September 9, 1991.

### **Roby Kidd Research Fellowship**

The Roby Kidd Foundation established in 1984 to perpetuate the memory of Dr. Roby Kidd for his outstanding contribution to the cause of adult education in India and other parts of the world has instituted one research fellowship in adult and continuing education.

It has invited proposals from individuals. The object of the fellowship is to enable the individuals to undertake research studies which would help in promoting integration between formal and non-formal education, promoting international understanding and help in achieving the goal of a Learning Society.

The fellowship amount is Rs. 4,000/- for one year. The proposals should reach the Managing Trustee, Roby Kidd Foundation, 17-B, Indraprastha Estate, New Delh, 110002 by December 31, 1991.

### **B.S. Garg Grieved**

Shri Naresh Garg, son of Shri B.S. Garg, President, Indian Adult Education Association died in a road accident near Udaipur on September 23, 1991.

Our deepest condolences to the bereaved family.

### **Krishna Aggarwal is Dead**

We deeply regret to record the death of Smt. Krishna Aggarwal, recipient of the 1979 Nehru Literacy Award on June 9, 1991 in Indore.

Smt. Aggarwal was a pioneer in integrating functional literacy with health and family education and was instrumental in making thousands of rural women literate in Indore district. She also established close links between non-formal and formal education and gave new insight to women's education in rural areas.

She founded Grameen Jyoti in Rau, near Indore in 1960. She was also President of the MP Branch of the Bhartiya Grameen Mahila Sangh.

The Association deeply mourns her sad demise and conveys its heartfelt sympathies to the bereaved family.

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The Indian Adult Education Association founded in 1939, aims at improving the quality of life through education visualized as a continuous and life long process. It directs its efforts towards accelerating adult education a process, a programme and a movement.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It organises 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 the policy, the Association has instituted the Nehru Literacy Award and the Tagore Literacy Award for Women's Literacy for outstanding contribution to the promotion of adult education in the country. It has also instituted the Dr. Zakir Husain Memorial Lecture; which is delivered every year by an educationist of repute and eminence.

The Association has brought out many publications on themes relating to adult education, including the Hindi editions of several UNESCO publications. It brings out the Indian Journal of Adult Education, Proudha Shiksha, Jago aur Jagao and IAEA Newsletter.

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.

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

**Indian  
Journal  
of** **Adult  
Education**

Vol. 52 No. 4

October-December

1991

Approaches to Total Literacy



**Indian Adult Education Association**

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**Indian Journal of  
Adult Education**

Published every quarter by the Indian Adult Education Association, 17-B, Indraprastha Estate, New Delhi-110002. Phone : 3319282

Contents of the Indian Journal of Adult Education are indexed in the Current Index to Journals in Education, New York, and the Guide to Indian Periodical Literature, Gurgaon.

ISSN 0019-5006

Subscription

Rs. 40.00 p.a. within India; U.S. \$ 15.00 p.a. overseas, Single Copy Rs. 12.00; US \$ 4.00.

Advertisement rates: full page—Rs. 1000; half page—Rs. 600.

Cover Design : N.N. Sarkar, Indian Institute of Mass Communication, New Delhi.

Printed and published by J.L. Sachdeva for Indian Adult Education Association, 17-B Indraprastha Estate, New Delhi-110002. Printed at Vashist Printing Service, Bhajanpura, Delhi-110053.

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The Indian Journal of Adult Education, first published in 1939, is brought out now as a quarterly by the Indian Adult Education Association. 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.

Contributions should be accompanied by either a stamped, self-addressed envelope or by International Reply Coupons. The average length of a manuscript should normally be between 1,500 and 2,000 words; in exceptional cases, longer articles can be accepted. Mimeographed, Xeroxed or carbon copies will not be accepted. Manuscripts should be typed in double space, on one side, with a 2" margin, on foolscap size paper. Footnotes and references should come at the end and not on every page. Contributors of published articles will be paid suitable honorariums.

Contributions and other correspondence regarding advertisements, subscription rates etc. should be addressed to the Editor, Indian Journal of Adult Education, 17-B, Indraprastha Estate, New Delhi-110002.

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**OUR CONTRIBUTORS**

**Tarlok Singh** is former Member, Planning Commission, Government of India, New Delhi.

**K. Satish Nambudiripad** is Probationer in the Indian Information Service.

**Azmat Hussian Khan** is Assistant Director, Centre for National Adult Education and Extension Programme, Magadh University, Bodhgaya, Bihar.

**S.N. Gaytonde** H J College of Education, Bombay.

**K.P. Pandey** is Project Officer, Department of Adult and Continuing Education, Banaras Hindu University, Varanasi, Uttar Pradesh.

**B.S. Garg** is President, Indian Adult Education Association, New Delhi.

**J.L. Sachdeva** is Director, Indian Adult Education Association, New Delhi.

## Editorial

The challenges of the Total Literacy Campaigns are really awesome. Expectations are great, problems complex and resources scarce. Yet, the challenges have to be met with determination. As Mwalimu Julius K Nyerere had said : “But there is a saying that nothing which is easy is worth doing, and it could never be said that adult education is not worth doing !”

The opening article by Tarlok Singh, the presidential address by B. S. Garg, and the Conference\* Working Paper have raised certain issues which are the manifestations of genuine concerns expressed by the Conference participants about the urgency of the situation, when viewed against the goal of “Education for All by 2000”. The first recommendation of the Conference is that “total literacy must be achieved by the year 2000”.

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\*44th All-India Adult Education Conference, Calcutta, 26-29 October 1991.

“Total Literacy Campaigns : Some Guidelines”, a document prepared by the Ministry of Human Resource Development, Government of India, (published elsewhere in this issue) identifies ‘motivation and mobilisation of learners and volunteers’ as the first strategy in the suggested Action Plan. The identification and training of volunteers are of crucial importance, since on them depends the success of the programme. Kerala has shown the way, but in that State there was already a critical mass for literacy supported by voluntary efforts.

In March 1980, the entire country of Nicaragua became engaged in a nationwide learning campaign. Student volunteers went to the countryside to teach literacy to peasants while learning their ways of life. In urban areas, workers and housewives taught literacy and learned many things from the learners as well. The entire country was a vibrant example of a learning situation in which were acquired skills, understanding and empathy necessary for participating in a society undergoing rapid transformation. The spirit that inspired the campaign was also the spirit that was responsible for accelerating not only total literacy, but living literacy, which sustains a learning society.

Our goal should also be living literacy. We are marching against time. Why not we gear ourselves to launch a massive distance education programme to train all the master trainers and volunteers? Why can't we establish rural newspapers in all the total literacy districts so that there is a regular supply of interesting reading materials for the post-literacy and continuing education programme? Have we done enough in the area of preparation of learning materials by the learners themselves?

Total Literacy Campaigns should lead to living literacy.

Tarlok Singh

## *Total Literacy Campaigns as National Strategy : A Time to Pause and Think*

Towards the end of 1989 and beginning of 1990, it had become clear that there would be a substantial shortfall in achieving the target of 30 million adult illiterates in the 11-35 age-group being made literate over the period 1987-1991. The backlog would be carried over to the period 1990-1995 and would be in addition to the target for these years of 50 million adult illiterates being made literate. The Working Group on Adult Education submitted proposals and estimates of financial requirements to the Planning Commission for realising the objectives formally announced to the country by the National Literacy Mission in January 1988.

Sometime after the submission of this Report, a certain change in strategy appears to have been made in the name of the National Literacy Mission. No comprehensive public statement on the change in strategy appears to be available. The policy has been expressed through specific decisions taken from time to time. These have included (a) decisions on winding down Adult Education Centres, (b) radical changes bearing on support to voluntary organisations, (c) proposing mass campaigns for eradicating illiteracy in selected districts, (d) inducting District Collectors as key personnel in the Total Literacy Campaigns, and (e) the Department of Education taking over the essential direction, planning, evaluation and reporting of literacy eradication programmes in the selected districts, including direct substantial financing. The circulars and instructions which may have been issued from time to time by the Department would need careful study. Reports in the press and in Literacy Mission, the journal of the Directorate of Adult Education throw some light, but by no means coherently or adequately, on the new policies. However, between Ernakulam in the beginning of 1990 and Burdwan in mid-1991, there has been an almost blinding spate of propaganda on the successes achieved through the approach of total literacy campaigns. At the same time, some press reports have also carried comments which could not be ignored.\*

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\* By way of illustration reports in the Times of India of 18 February 1991, (Adult Education Centres to be phased out). The Hindu of 28 April 1991 (Literacy Mission : Spokes in the Wheel). Hindustan Times of 11 October 1991 (Illiteracy : Battle of Panipat) and several others.

While advancing the case for Total Literacy Campaigns, there have been statements from the officials of the Department of Education of sweeping condemnation of Adult Education Centres, their relatively high cost and unsatisfactory results, and their failure in realizing national targets. Innumerable voluntary organisations engaged in earnest work for eradication of illiteracy at the grass-roots level have been put in jeopardy through sudden stoppage of funds, indications of suspension of existing patterns of assistance until new patterns have been formulated and announced, perfunctory inspections of the working of adult education centres run by voluntary organisations and equally perfunctory grading of voluntary agencies, accompanied sometimes by demands for refunding in grants received on pain of action in the courts. Many voluntary organisations which enjoy a public status are being compelled willy nilly to turn to foreign sources of funding simply because our own authorised pipelines of support at the Centre are getting clogged and even distorted.

### **The right goal**

Complete eradication of illiteracy in any given area is undoubtedly the right goal. On the basis of a careful study of conditions in an area, its social composition and economic conditions and past experience, it should be possible to determine the different means required to achieve the objective, the local and outside resources to be mobilised, the personnel to be trained, the measures needed to prepare local leadership and the local community, and other steps towards creating the conditions of continuous learning. It is also well understood since the Kothari Committee's Review of the National Adult Education Programme, initiated in 1978, that besides personnel from agencies concerned with Education and Adult Education, other Development agencies have vital contributions to make and these must be woven in a practical way into the total effort undertaken on the ground and, at the same time, planned jointly at higher levels. Both at the Centre and in the States such an integrated approach has yet to be secured.

Total Literacy is an end, but means and strategies towards it have to be varied and pursued with innovation and flexibility in each area, according to its inherent conditions. The means to be adopted will include bringing groups together into 'centres' (specially in the case of women) 'each one teach one', informal, general or social education, and specific inputs from different agencies. Literacy targets, as such, are but one and often not most significant elements in helping a community to move by its own strength and motivation towards full awareness of its role and potential, eliminate disparities and inequities within itself, throw up innovative leadership and, in particular, strengthen the position of women and of the weaker groups, and enlarge the role of youth. Those engaged in adult education have

much to learn from the experience of extension work in agriculture. They have to be wary of setting quantitative targets and relying on the force of authority to produce quickly visible results.

Agencies responsible for adult education programmes, would do well to remember how, in 1929, when the Gurgaon Experiment in Rural Reconstruction, on which F L Brayne had laboured for several years, filled the headlines and attracted much attention, Gandhiji arranged for a careful on-the-spot study by a member of the Servants of People Society. After studying his report as well and F L Brayne's own writings, Gandhiji offered his own comments in the Young India of 14 November 1929. In the course of these comments, he observed :

“When an official becomes a reformer, he must realise that his official position is not a help but a hindrance. In spite of his Herculean efforts people will suspect him and his motives, and they will scent danger from where there is none. And when they do certain things, they often do them more to please the official than to please themselves”.

And again,

“After Mr. Brayne's back was turned upon Gurgaon, the people who were working under his inspiration or pressure seem to have gone to sleep, the new ploughs rusting and co-education dissolving.”

“The reason for the failure is not far to seek. The reform came not from within but was superimposed from without. Mr. Brayne made use of his official position to put as much pressure as he could upon his subordinates and upon the people themselves, but he could not carry conviction by force, and conviction so essential to success was lacking. Mr. Brayne thought that the results would convince the people. But that is not how reform works. The reformer's path is strewn not with roses but with thorns, and he has to walk warily. He can but limp, dare not jump. Mr. Brayne was impatient and wanted to cover a long distance in one stride, and he failed.”

The truth is that extension at the grass-roots and mobilising all sections of the community for eradicating illiteracy (and ridding itself of other social weaknesses) is much more difficult and a much deeper process of social change and engineering than extension work in agriculture or rural development or organising credit co-operatives.

### **Campaign Districts**

At the end of August 1991, those campaigns had been launched in 52 districts or portions of districts, including Goa and Pondicherry, covering

a population of about 3 million illiterate persons in varying age-groups such as 15-35, 9-45, 15-45, 15-60 etc. Proposals were then on the anvil for additional coverage in 3 districts.

**Total Literacy Campaign Coverage  
(End-August 1991)**

<i>State</i>	<i>Number of Districts</i>	<i>Coverage (in lakhs)</i>	<i>Total estimated cost (lakhs)</i>	<i>Share of the Centre (lakhs)</i>
Andhra Pradesh	22	78.5	3693.95	2834.00
Bihar	3	21.8	1391.17	348.38**
Goa	State	1.0		
Gujarat	19	30.0	654.5	503.15
Haryana	1	2.0	122.25	81.50
Kerala	All State	15.5		392.12
Madhya Pradesh	8	17.6	1138.12	722.36
Karnataka	5	22.4	1113.65	1024.67
Maharashtra	4	6.76	510.91	384.11
Orissa	3	17.50	167.46	111.64
Tamil Nadu	4	5.70	365.24	243.49
U.P.	1	6.5	254.00	170.00
West Bengal	7	83.4	3743.94	2156.11
Pandicherry U.T.		1.0	181.33	81.65
	<b>Total</b>	<b>310.56</b>	<b>13336.52</b>	<b>9053.18</b>

**\*Notes :**

*Andhra Pradesh* : 10 Full districts, 6 Mandals and 2 Municipalities in one district, 9 Mandals in one district, and one Mandal in each of 9 districts.

*Bihar* : In one district (Jamshedpur) only urban population

*Gujarat* : 100 Talukas in 19 districts

*Madhya Pradesh* : 4 Full districts; in 4 other districts 8, 6, 1 and 7 Blocks respectively.

*Maharashtra* : In one district (Pune) only the rural area

*Orissa* : Two districts and one city (Rourkela)

**\*\* Grant from UNICEF**

Time spans for achieving the coverage mentioned in the table above vary from 5, 7 and 8 months at one end and 15 to 18 months at the other.

Examination of the provisions for Adult Education in the Demands for Grants in the 1991-92 Budget suggests the need for closer examination of the current financing by the Centre of its share of commitments for the Total Literacy Campaign. A sub-head 'Mass Movement for Adult Education' has been provided but no specific provision of funds has been made against it. Perhaps the expenditures are incurred under the residual sub-head described as 'Other Adult Education Programme'.

These are, however, details. The more important point is that the Central Government, speaking generally, is undertaking to provide two-thirds of the finances required for a campaign district. The stipulation is that the concerned State Government should provide one-third. The Centre releases 50% of its share when a project is approved and the balance after the State makes its share available. The Centre's share is being released, not to the State Government, but to a registered body newly established in each district selected for a campaign, often described as the District Saksharatha Samithi, with variations of nomenclature in different states. The pattern here seems to be that of the District Rural Development Agency (DRDA), which was the device adopted a few years ago by the Department of Rural Development to route funds directly to districts for the Integrated Rural Development Programme, the National Rural Employment Programme and some other rural schemes. Similarly, in the manner of the Jawahar Rozgar Yojana, funds are released directly to districts and reports obtained directly. Anyone who has followed the impact of the DRDA and related financial and other procedures on Panchayat institutions, area approach to planning and Centre-State relations, will readily see that the Department of Education at the Centre have taken (doubtless with good intentions) a slippery path which is unlikely to be sustained for long. Once the implications are clearly grasped and States begin to see beyond current money flows for campaign districts from the Centre, they are bound to look askance at these recent developments in the field of adult education.

One had hoped that after the national targets for 1990 and 1995 were announced along with the launching of the National Literacy Mission in January 1988, the main effort would have been to get States to work out detailed and specific plans district by district for eliminating illiteracy, atleast for the 15-35 age group, by the year 1995 or, even if stretched, by the year 2000. The Planning Commission's responsibility, which still remains to be discharged, would have been to ensure that, in co-operation with the States, the necessary resources were made available to achieve the accepted national objectives. As yet, despite declarations and exhortations, there is no firm commitment by the Centre or any of the States to eliminate illiteracy by a given date, nor have specific plans covering the

entire area and population of each State been yet formulated. (The case of Kerala should be regarded as somewhat special and marginal to the main task before the country).

### **How Selected ?**

How, then, have the campaign districts which have been taken up so far come to be selected? Certainly, not on the basis of a total master plan for each State based on careful surveys of the problems and needs of different areas and different sections of the population. A leading factor seems to have been the choice of districts which had or seemed to have Collectors who, as individuals, appeared to have the qualities for making the campaign approach a quick success. Beginning with the first Collectors' Conference convened in August 1990 by the Department of Education, there have since been a few other similar Collectors' Conferences. Unconsciously perhaps, the Department of Education has come to assume, as it were, the role of a General Staff for eradicating mass illiteracy throughout the country, an area singularly appropriate for state initiative and innovative local planning. They have yet no blue prints or long term operational plans to go by, and their decisions seem to be marked by a degree of adhocness accompanied, on the strength of financial support, by exercise of a technical and administrative role which belongs properly to and should be exercised by the States. If this were not so, the Department of Education would not be dealing directly with District Collectors, obtaining (quite superficial) performance reports, and releasing funds to them via the registered body referred to earlier. It is worth asking where these procedures may lead to in the long run.

Undue reliance on Collectors or other senior officials in the main line of administration, who carry heavy multiple burdens and are liable to transfer for a variety of reasons, may prove an undependable source of strength for the movement for eradicating mass illiteracy. Indeed, the immediate effect of such reliance may be to weaken the initiative and innovativeness of personnel trained and employed specially for implementing adult education programmes and put them effectively under general administrators. In the campaign districts, while a certain number of voluntary organisations may come to be associated with direction and implementation, a large number of voluntary agencies working at the grassroots appear to be left on the wayside. Their main effort has been through adult education centres at the community level. By a fiat from above, the entire policy regarding support to centres has been radically and unilaterally altered and many voluntary agencies are now being driven hither and thither to find the bare means to carry on their work.

### **Assumptions**

Two assumptions which are being made need closed probing. The first is that the primary problem in adult education is creating the motivation and the environment for learning. This is sometimes the case, specially with women in rural areas, in the backward regions, and with the weaker sections of the population. But situations vary a great deal. Many groups and communities are ready for sustained long-term action. The second assumption is that for long-term continuous instruction, volunteers will always be available without limit to whom even modest allowances do not have to be paid. Experience would cast doubt on this proposition. To select and prepare personnel, properly trained, and commit them to long-term service in the case of adult education is the responsibility of society itself. To disown this responsibility may well be a major error of policy. To wish to achieve great and lasting results without investing in men and women who will be working for years in intimate relationship with local communities cannot be a realistic approach.

We are fortunate to have in India an extraordinarily rich background of experience and study in the area of adult education. We have had experience of mass movements for adult literacy. Considerable research is available. There must be perhaps more than a hundred rigorous evaluation studies by leading institutions of different aspects of adult education. Problems of adult education have been studied intensively from a variety of angles.

Since the introduction of the National Adult Education Programme in 1978, the Departments of Education have built up an impressive infrastructure for adult and continuing education. This includes 19 State Resource Centres as well as Shramik Vidyapeeths. Departments of Adult Education in the States have been strengthened. Most districts have District Adult Education Officers. It was hoped to establish District Resource Units in all districts to assist voluntary organisations and others in the production of teaching materials and training of personnel. One effect of district total literacy campaigns seems to have been to give the central responsibility for pushing and planning for adult education, taking decisions and monitoring and reporting to general administrators.

At a time when the country must plan in depth to eradicate illiteracy once for all within the space of a decade, should we not take special care to avoid the pitfalls of apparent gains, obtained all too quickly, at no or little cost, and reliance on administrative authority or mere financial flows? There is certainly no time to be lost, but would it be right at this juncture to follow trails which have proved to be false in the past and may well do so again and at far greater cost than in earlier years?

K. Satish Nambudiripad

## *The Wonder that was Ernakulam*

“Ernakulam has become the first fully literate district in India. Of the 25 lakh people between the age group of 5-60 in the district, 98.5% are today literate. This has been achieved through a massive literacy campaign—given the caption OPERATION FLOODLIGHT, under the general name LEAD KINDLY LIGHT—launched on January 26, 1989. This campaign, conceived as a unique and adventurous experiment in illiteracy eradication achieved its goal with the support and participation of all people of the district within a remarkably short period of less than one year”.

The above citation brought out on the occasion of declaring Ernakulam as the first fully literate district in India is a story, in a nutshell, of an arduous process, unflinching dedication and incorrigible optimism.

It is often said that any happening with far reaching consequences should be judged against the backdrop of social history of the region where it takes place. Viewed from such angle, it is easy to find that in the case of Kerala, achievement of total literacy is the inevitable outcome of bold initiatives taken and revolutionary enterprises carried out through the centuries.

*Historical Perspective* : The beginning of Kerala's tryst with modern education can be traced to the days of Portuguese, French and German missionaries who rendered invaluable service in the field of western and vernacular education. Later, during the British period, there was a healthy competition between the two royal houses of Travancore and Cochin (the two provinces which constituted Kerala along with the British ruled Malabar under Madras presidency) in the spread of primary and higher education.

Another impetus in making Kerala a progressive State where the demographic transition is already in the third stage, where a major part of inward remittances is made by women and whereas women as a whole show great upward mobility is the age old practice of "marumakkathaya sampradayam (matriarchal system) prevalent in the numerically and economically powerful Nair community.

Another factor whose decades long silent work deserving a word of praise in this context is the Kerala Granthasala Sangham, with its wide network of libraries and reading rooms through out the State. There was a time when major literacy figures and social workers were actively associated with the functioning of these local libraries which were the nerve centres of village cultural life. Though the same cannot be said of it even today, there is no gainsaying the fact that the Sangham brought people closer to books and the world of letters.

The Kerala Association of Non-formal Education and Development popularly known as KANFED under the venerable leadership of P.N. Panickar is yet another organisation which had put its indelible work in the field of adult and non-formal education. Though not a run away success in its own right, nor a major player in the Ernakulam operation, the real achievement of KANFED lies in creating awareness of the necessity and potential of non-formal education much before anyone else thought of it.

Bounded on the west by the Arabian Sea, on the north by Thissur district, on the east by Idukky and Kottayam and on the south by Alappuzha, Ernakulam is the second most populous district in the State. Comprising one of the three city corporations of the State (the other two being Thiruvananthapuram and Kozhikode), Ernakulam can truly be considered the industrial capital of Kerala with the Alwaye-Kalamasseri

industrial belt falling within its purview. Thripathura, the seat of power of the erstwhile royal house of Cochin is well within the Cochin corporation. The famous Ernakulam Maharaja's College, one of the oldest Colleges in the State, stands as a badge of Cochin royal house's encouragement and interest in higher education. The world famous CUSAT—Cochin University of Science and Technology—is the symbol of modern India's progress in education and science.

*Tradition and individual talent* : Social history of a region can, at the most, provide a broad outline for the contemporaneity to take its onward course. But the specific urge to remodel the future, based on tradition, should come from individual initiatives. This, in the case of Ernakulam, appeared as two sets of key figures — 1) the district administration under the leadership of its dynamic collector K.R. Rajan, and 2) a whole lot of dedicated workers gathered under the banner of Kerala Sastra Sahitya Parishad (KSSP). When a novel proposal to try attaining total literacy for the whole district through a time-bound programme came from the district administration, voluntary organisations, with KSSP in the forefront came forward ready to shoulder the awesome responsibility.

Kerala Sastra Sahitya Parishad is an organisation working in the field of social emancipation in Kerala for the last three decades. From 1970 onwards, it has been thinking of illiteracy eradication as a major goal to be achieved. Finally destiny conspired for their success with time, place, people and resources coming together and by '87-'88, the stage was set with the launching of the National Literacy Mission at the Centre, appointment of K.R. Rajan, a former Vice-President and life member of KSSP as the collector of Ernakulam, and more important, the initiative coming from the people.

*Medium is the message* : As in the case of any massive mass based programme, in Ernakulam too, the communication strategy was in fact inseparable from the operation proper. The exercise had no independent existence, completely free from the vibrating under current of publicity machinery which was underway. As we know, the term "media" is an all encompassing one and within its purview come various modes of communication. Accordingly, the five main types of media that have their immediate application in any major publicity package are : print, audio, audio-visual, non-conventional or traditional and interpersonal communication.

But the efficacy and efficiency of these modes of communication are not similar or equal and the success of any mission varies depending on the ability to choose and then put to practise the mode of communication best suited for it. An in-depth analysis of the strategy adopted in the Ernakulam experiment will show that the two modes of communication

that have played major role are those of traditional media and interpersonal communication

The goal of the Mission being the achievement of full literacy, the very nature of it curtails the scope for print media.

Moreover, the whole exercise had a pro-poor orientation. Socio-economic backwardness and illiteracy being the two sides of the same coin, the target audience naturally came from the less privileged sections of the society.

More important, the barrier one has to overcome was that of the mental block which confronted the worker with the question : Why bother about reading and writing at this belated age? or What is the use of learning to scroll when we have lived all these years without knowing to do so ?

In such a situation, the prime requisites were conscientisation and motivation. Only action aimed at mobilising the life force of the entire community could bring in the desired effect here. No other method was as effective as that of interpersonal communication, aided and abetted by traditional media.

By traditional media we mean those classical and folk art forms of a community into the mode of which new and modern messages are interwoven. The result is that the collective subconscious of the populace is successfully aroused and the common man is made to positively react to those messages and thus, his inhibitions, if at all any, against a social change are deftly overcome.

In the other method of interpersonal communication, the process included continuous interaction of people, and the workers, the conscientisation and motivation of the task force as well as the target audience and calls by numerous people and organisations exhorting for the success of the mission.

*Traditional Media* : The entire project had two streams of action. They were the KSSP sponsored cultural network utilising the traditional media and the government coordinated communication network with its vast support base of people's committees which utilised interpersonal mode of communication.

Kalajathas, padayatras, kalamelas for the neo-literates and instructors and children's rallies were some of the devices effectively utilised with cultural bearings during the campaign. Among these, Kolajathas could be rightly called the fulcrum of cultural activities. Though called a jatha, meaning procession, it was not a procession in the etymological sense of the term. According to Krishna Kumar of KSSP, an engineer turned activist, and

a media expert, "it is a caravan type of a thing moving from one place to another singing songs and giving performances". Each jatha had an artists' group and a padayatra group. The artists' group performed dance dramas, street plays, folk dances, and sang songs, while a member of the group talked to the collected audience about the Mission.

This was a time tested device, invented by KSSP through which they have been talking to their audience about scientific temper, environment protection and women's liberation. For the Ernakulam experiment, they specially included messages of literacy and other related subjects.

The artists of these jathas were all amateur, drawn from among the youths and school going children. It had been called traditional media, because, to put it in Krishna Kumar's words, "only the shell is that of classical and folk art forms, but we fill it with new messages". The reason for its spectacular success was the simplicity and directness of form. Artists talked directly to the audience establishing rapport and they asked questions which provoked introspection and self-investigation.

*Inter-Personal Mode* : The official set up of the project was built on the bedrock of instructor's voluntary work under the effective guidance of people's committees set up at all levels. It was the door to door campaign and detailed squad work carried out by these volunteers which kept the whole programme alive.

The rapport the learners had built with the instructors, mainly drawn from the locality and most of them being school or college going girls was amazing. C.G. Shanta Kumar, Project Officer of Ernakulam project and the moving spirit behind KSSP, recounts instances of whole set of learners refusing to attend classes when their instructors, got married and left.

Equally important was the self financing nature of these festivals. Government could not or would not finance all the programmes and training camps or Kalajathas. These were entirely locally financed ensuring percolation of information, vigilant mass participation and increased flow of contribution.

*The Achievement and Glory* : The grand finale of the year long activities was befitting the grandeur of the whole project. On 4 February 1990, the then Prime Minister, VP Singh, conferred on Ernakulam the unique honour of being the first fully literacy district in India. Thus concluded a long and drawn out battle of the people against one of avoidable curses.

(Based on a Project Report prepared by the author, when he was student at the Indian Institute of Mass Communication, New Delhi. ---Editor)

Azmat Hussain Khan

*Illiteracy : An Impediment  
for development*

The literacy situation in India is really alarming. According to the World Bank estimates, India would have the largest concentration of illiterate population in the world by the year 2000 A.D.; we shall have 54.8 percent of the world's illiterate population in the age-group of 15-19. It should

also be pointed out that these figures regarding literacy conceal more than they reveal. They hide the wide disparities in the literacy rate found among the different regions in the country. No wonder that the main component of adult education programmes in India, as in the other developing countries, is the eradication of illiteracy.

**Literacy rates by sex ratio for India from 1901 to 1991.**

<i>Year</i>		<i>Persons</i>	<i>Males</i>	<i>Females</i>
1901		5.35	9.83	0.60
1911		5.92	10.56	1.05
1921		7.16	12.21	1.18
1931		9.50	15.59	2.93
1941		16.10	24.40	7.30
1951		16.67	24.95	7.93
1961		24.02	34.14	12.95
1971		29.45	39.45	18.69
1981	(a)	36.23	46.89	24.82
	(b)	43.56	56.37	29.75 (7 Years and above)
1991		52.11	63.86	39.42

(In 1991 census percentage of literacy aged 7 years and above)

Speaking at the Executive Committee meeting of the National Literacy Mission Authority, held on 25 June 1991 the Director General, NLM said that there were both positive and negative indicators in the census findings.

On the positive side the rate of growth in literacy at 8.55% during the last decadal period (1981-91) was higher than that in the previous decadal period (1971-81), which was 6.9%. In absolute terms, the number of literates has increased from 235 million in 1981 to 352 million in 1991 and there is only a marginal increase in the number of illiterates from 302 million to 324 million. Increase in literacy has produced a beneficial impact on knowledge—acceptance and practice of immunization, small

family norms, health and family welfare, decline in rate of fertility and decline in infant mortality rate etc. On the negative side, female literacy in general and in the four states of India i.e. Bihar, U.P., M.P. and Rajasthan in particular, continues to be slow, and decline in sex ratio from 934 to 929 continues to be a matter of deep concern.

### **Problems faced by field agencies and suggestions for improvement**

The problems are of varied dimensions and relate to one or more elements, of adult education work, including quality of training of functionaries, content of programmes, methods of communications, physical and material facilities, environmental support to learning, the nature of infra-structure for adult education and co-ordination among different agencies.

### **Motivation**

The central issue in literacy, according to the NLM document, is motivation. The average Indian does not demand literacy. No superficial efforts to motivate the learners will sustain their interest. There exists a number of demotivating factors, which adversely effect the aspiration of learners. His desire for learning usually depends on the satisfaction of his basic needs (food, shelter and clothing). Many illiterate adults are not interested in literacy programmes. They live in a non-literate environment and consider literacy as of little use to them. Vast unemployment among the literate and educated acts as a strong demotivating factor. On the question of motivation, the NLM document has very rightly said that motivation can be aroused if the programme is of direct interest to learners, i.e., it should result in economic betterment through learning of new skills. But who will provide the new skills? There is no money for giving such skills. Under the Improved Pace and Content of Learning (IPCL), which is being introduced in the country, there is no mention of functionality i.e. it will be a mere literacy programme for which there may not be much attraction.

Poor motivation among functionaries, particularly among the instructors, is another problem in the adult education programme. For the success of the programme dedicated and competent workers are needed. Many of the functionaries look at this employment as a time-filling and/or as a stepping stone to get a better job. This is by and large due to very little job security, low honorarium and adhoc nature of the programme. Sometimes unwanted officials are transferred to Adult Education Department which hampers the programme.

## **Training**

Personnel working in adult education are either untrained or have not received adequate training. Some implementing agencies find it difficult to provide proper training to their instructors due to non-availability of resource persons in their areas. There are some other agencies which do not realise the importance of training and start the programme without training the personnel. The Project Officers and Supervisors are not well equipped to provide training to their-subordinate staff, because, in most of the cases they themselves have received inadequate training. In a recent study it was found out that 68 per cent of the personnel has not get any training in teaching adults; and only 32 percent had get training and that too for a very short period. It was also found out that due to lack of training the workers were not in a position to motivate and retain adult learners in the centre.

The NLM has taken a serious note of it. For this purpose district resource unit in different districts/divisions have been established to provide support for training.

Under that guidelines for TLC, the suggested training schedule is as follows :

Resource team	...	7 days
Master trainers training at block level	...	7 days
Volunteers training at village level	...	4 days initial 3 days midway

Under TLC, training of volunteers for four days does not seem to be sufficient. While the NLM talked of increasing the duration of initial training which was 21 days earlier, under TLC it is reduced to only four days.

Without adequate training of personnel, the programme should not be started. While organising at DRU level specialists/experts of relevant areas, i.e , agriculture, health, development, back, and education etc. must be involved, so that the functionaries to work at macro and micro levels be fully equipped with knowlege before going to the field. Training for instructors is quite inadequate. It should be for a minimum period of three weeks.

**Continuing Education**

The NLM has paid much attention to continuing education and post literacy. Jana Sikshana Nilayams are being set up. A JSN will be set-up on a cluster of population of about 5,000 in 4-5 villages. The JSN will be a community centre in which the illiterate, semi-literate and educated people in the community get opportunity to continue their education. It also motivates illiterates to acquire literacy. But it is difficult to get the learners from one village to another, where this JSN is situated. Learning opportunities have to be provided at their door step.

Throwing open the doors of libraries and reading rooms in educational institution to public in the evening is another welcome step mentioned in the NLM document. The knowledge hidden in books will be available for masses. But it is easier said than done. The heads of formal educational institutions and librarians may put lot of resistance in allowing their libraries to be used by general masses. But if effective steps are taken to implement this, it will go a long way in providing self education opportunities to the masses.

In the total literacy campaigns launched in India, the endeavour is to provide education to all children and adults who have been denied the opportunities. Special focus is on women, girls and SC/ST communities.

Some pre-requisites of TLC are :

- (i) Mobilising public opinion for creating community participation for literacy efforts.
- (ii) Mobilising illiterates as a group to motivate individuals to demand literacy.
- (iii) Sensitising the educated sections of the society so that they will participate as volunteer instructors.

To achieve this an intensive publicity drive is a must for the programme. The tempo must be created and sustained through out the entire duration of the programme. All kinds of media and art forms, may be utilised for dissemination of the message that literacy is necessary and desirable for everyone.

S.N. Gayatonde

## *Participatory Approach to Total Literacy*

Our country is a land of rich cultural heritage, which has laid milestones in the history of ancient and modern civilisation. In spite of this well established fact, today it is paradoxical and depressing to note that our country is encountered with the problems of illiteracy, poverty and environment hazards, which have not been efficiently tackled even after 44 years of independence. In this situation it becomes incumbent on all of us as the sons and daughters of our Mother Land, to think seriously and objectively and liberate our people from these barriers which hamper our progress in the task of developing a 'socialist democratic active society', capable of meeting the challenges of the Information Technology Age.

Promotion of Literacy and building of an enlightened society is the vital need of the day. Conscientisation and creation of awareness through rational critical thinking have to be achieved. The key concept of Total Literacy has been evolved by the National Literacy Mission as an answer to

this need. However, the extent to which this goal is achieved depends undoubtedly on the thoroughness with which the concept and its significance are understood and the efficacy with which it is implemented in every nook and corner of the country.

### **Concept of Total Literacy**

As one perceives the concept of Total Literacy in its totality, the question arises whether the adjective TOTAL refers to quantity, quality or both. There is quite an amount of diversity of opinion regarding whether greater weightage is to be given to the number made literate, on to retention of literacy or on developing the potentials of individuals to the fullest capacity to facilitate effective participation in national development.

An analysis of the concept leads to the evolution of the following basic ideas :

#### **The 3 R's.**

The goal to be achieved here is mainly removal of illiteracy by enabling the illiterate adult to attain a certain level of literacy (reading and writing ability) numeracy or computational skills. The components of functionality and awareness remain in the background. Though the literacy aspect of community education cannot be neglected at any cost, yet it cannot be the sole aim of community education. The 3R's have no appeal unless it widens its horizontal and vertical dimensions.

#### **Role perception and progress towards excellence**

Improvement of quality of life is the hall mark of an effective and meaningful education. In order to live a full life and to attain self-actualisation, intrinsic motivation is a must. Therefore, it is essential that an individual perceives his role, analyses it and lives upto it by constantly endeavouring to progress towards excellence in whatever he undertakes.

#### **Rational outlook and creative problem solving**

The progress of a society quite often is beset with set backs, and threats engendered by multiple disintegrating forces. Exploitation of the oppressed had been the outcome of blind faith and the resultant 'culture of silence'. So Total Literacy will remain a slogan if it does not result in the creation of a rational outlook and the development of the ability to solve problems creatively. Total Literacy has to be problem-oriented.

### **Value orientedness**

A well founded decision making process is deep rooted in a value system based on firm principles. So, if an individual has to be mature to participate in national development, the educational experiences provided have to be value-oriented. Emphasis has to be laid on value development through value clarification and value analysis. Total Literacy has to be value oriented.

### **Team building**

Community and social development paves the way for national development. A programme for Total Literacy has to be a co-ordinated cooperative effort to build a caring community. The institutions in the community should come together, join hands and work together for Total Literacy in its broadest sense. It is this team building approach that can make Total Literacy a success as evinced in the Ernakulam project or any other success story. Besides the value inbuilt in this, team approach can be transmitted or caught by the concerned community.

### **Improvement of the quality of life with a growth oriented approach**

A comfort oriented attitude to life is the cause for the lack of resistance to poor environment and bad living and working conditions. Of course, this complacent attitude is due to a certain amount of helplessness arising out of poor leadership. So a team of dedicated workers, working for the cause of Total Literacy can bring about this change, improve the quality of life by instilling the spirit of growth orientedness among the members of the community.

### **Objective of Total Literacy**

The objective of Total Literacy is to liberate society from the culture of silence and to lead the members to play an active role in community, social and national development.

### **Strategies**

Total Literacy, thus is a multi-facted term necessitating a multidimensional and multi-media approach by multiplicity of forces converging together to form a UNITED COMPOSITE TEAM. Area Development and total literacy of the area should be the coordinated, cooperative and systematically planned effort of all the institutions of the area. Each institution should contribute its unique talents and characteristic traits towards the achievement of the target.

K.P. Pandey

*Total Literacy Campaign :  
Involvement of Universities  
and Colleges*

Launching of the National Literacy Mission (NLM) in May 1988 has given a new thrust to the adult education programme throughout the country. The Mission has provided ample opportunities particularly for the neo-literates to enrich their literacy skills through the Jana Sikshana Nilayams and also to learn income generating skills for raising their socio-economic status. This process has created an atmosphere at the village level wherein people are coming forward to satisfy their learning needs and raising their level of awareness.

NLM has also drawn the attention of educational institutions and voluntary organisations to join the literacy movement. Successful implementation of

the Total Literacy Campaign (TLC) in Ernakulum District of Kerala in 1989 within a period of 10 months, from January to October, 1989, was due to the leading role played by KSSP (Kerala Shastra Shahitya Parishad) a non-governmental organisation, and other agencies. The Ernakulum model of mass literacy campaign has created a new path towards achieving total literacy for other areas, and as a result, a number of states like Gujrat, Maharastra, M.P., Rajasthan, Bihar, Karnataka, Orissa and West Bengal have started TLCs in selected districts for achieving 100% literacy within a time schedule.

Institutions of higher education can not isolate themselves with the contemporary issues. Unfortunately, in India institutions of Higher Education have less concern with the masses due to different reasons. The role of Universities and Colleges is of utmost importance in any of the matters related to the problems of millions of the people who are under-privileged and downtrodden.

In the recent past 'extension' was accepted as the third dimension and equal in importance to teaching and research; and the responsibilities of Universities and Colleges have increased towards the society.

Universities and Colleges can help a Total Literacy Campaign in the following manner :

1. Selection of the area
2. Preparation of area profile
3. Selection of volunteers
4. Organisation of training/orientation programmes for volunteers
5. Preparation of Teaching/Learning Materials and Teaching Aids
6. Motivation of adult learners and environment building
7. Teaching the adult learners (each volunteer can teach one to five or more adults depending upon the learning situations)
8. Evaluation of the learners
9. Follow-up programmes

In view of the broader scope of literacy, each University/College can contribute significantly by transmitting knowledge through various techniques for raising the level of awareness of the people in the adopted area. Under the Area Development Approach, efforts are being made to establish co-ordination among different disciplines at the University or College level so

that substantial outcome of the programme may be visible, but the traditional view of confining to the classroom teaching and research hardly permits the teachers and students to be associated with literacy or other field programmes. With the passage of time the situation is changing fast and non-formal education is being given due emphasis as an alternative to the formal education system.

The other factor responsible for less participation of students and teachers is lack of academic incentives. It is very difficult to ensure active participation of students and teachers in literacy and other field programmes unless provision is made for more incentives which may help them in their career building. In order to put the ideas into practice, 'extension' should be made an integral part of each discipline.

Department of Adult & Continuing Education must be given the responsibilities of co-ordinating all extension programmes at University and Colleges level through a Co-ordination Committee consisting of members having outstanding performance in their disciplines.

### **Approach to total literacy campaign**

Successful implementation of a programme depends mainly upon the approach adopted. There can be no single approach applicable in all situations. In order to adopt a suitable approach, environmental conditions and infrastructures available in a particular place must necessarily be taken into account. The following approaches may be adopted for successful implementation of the Total Literacy Campaign.

#### **1. Need based approach**

Our past experience tell us that the literacy programmes were not successful because while planning for the programme, needs of the people were not taken into account. Thus, prior to launching the campaign for total literacy, the needs of the people should be ascertained and effective measures be taken to satisfy the same.

#### **2. Community service approach**

Prior to launching the actual literacy phase to common problems facing the community be tackled effectively. The problems in the area of health, supply of drinking water, mother and child care services, immunisation, family welfare and unemployment are in no way less important than literacy. If these services are made available to the community, the whole community will come forward to make the TLC a grand success.

## ***Total Literacy Campaign Some Guidelines***

### **Objectives, Goals and Targets**

While formulating the objectives, goals and targets, the following should be borne in mind :

\* The objective of the National Literacy Mission is to impart functional literacy to adults in 15-35 age group. The duration of the functional literacy programme is 200 hours spread over 5-6 months. Functional literacy implies.

- achieving self-reliance in literacy and numeracy;
- becoming aware of the causes of their deprivation and moving towards amelioration of their condition through organization, and participation in the process of development;
- acquiring skills to improve the economic status and general well-being;
- imbibing the values of national integration, conservation of the environment, women's equality, observance of small family norm, etc.

In a total literacy campaign for a district, the endeavour often is to provide education to all children and adults who have been denied the opportunity. While deciding on the target and the age groups of persons to be involved in the programme, attention must be paid to the fact that learning needs and interests of children (6-14 age group) and adults (15-35) differ vastly. The pace of learning by adults and children is also very different.

\* If the objective of the total literacy campaign is to cover children and adults, then different strategies for children and for adults require to be adopted.

\* If the total number involved does not exceed, say 2 lakhs, it may be feasible to take up a campaign covering the 6+ age group. If the numbers are large, it may be advisable to restrict the literacy campaign to the adult age group. In the latter case, provision should be made to include children's education in a publicity drive for enrolment and retention of children in primary schools/NFE centres.

\* Therefore, depending on the size of the illiterate population, the following age groups could be considered

6-45 years

12-45 years

12-35 years

13-35 years

15-35 years

Special focus groups in the campaigns should be specified

\* Women and girls

\* Scheduled Castes/Scheduled Tribes

The objective of the total literacy campaign should be to achieve 80-85% literacy as a whole, and men and women separately among scheduled castes and scheduled tribes separately.

### **Action Plan**

The action plan for Total Literacy Campaign must spell out the following :

- (a) Strategy for motivation and mobilisation of learners and volunteers,
- (b) Identification of learners and volunteers,
- (c) Training plan and curricula of training of personnel deployed, at various levels (resource persons, master trainers, volunteers),
- (d) Teaching-learning materials : development, production and distribution,
- (e) Building a network for monitoring and communication,
- (f) Evaluation of the programme at intermittent and final stages,
- (g) Post-literacy and continuing education,
- (h) Financial estimates, and
- (i) Calendar of events

### **Motivation and Mobilisation**

The objective of the mass campaign should be to

- (a) mobilise public opinion for and create community participation in literacy efforts.
- (b) mobilise illiterates as a group and to motivate individuals to demand literacy
- (c) to sensitise the educated sections of the society so that they will participate as volunteer instructors
- (d) to minimise dropouts from among the cadre of volunteer-instructors, and learners

### **What can be done, and how ?**

- (1) An intense publicity drive is a must for the programme. The tempo must be created and sustained throughout the duration of the programme, with peak periods at initial, middle and final stages carefully charted.
- (2) All kinds of media and art forms may be utilised for dissemination of the message that literacy is necessary and desirable. The message must be repeated time and again till it has registered its

impact. Some possible environment building/media forms are listed below :

Posters, banners, hoardings, wall writings, cinema slides, newspaper articles, padayatras, kalajathas, kalamelas, group songs, nukkad natakas, folk festivals, exhibitions etc.

- (3) Regular programmes on radio and TV and articles in the press go a long way in creating a positive attitude among the influential sections of the society towards literacy.
- (4) Mass mobilisation and people's participation for bringing about social change and generating an awareness and enthusiasm for literacy can be brought out only through the involvement of individuals and agencies who have a deep personal commitment to the cause of upliftment of the deprived sections of the society as also organisational, management and communication skills.
- (4) Mobilisation of this nature would accelerate the creation of village campaign committees. These committees need not necessarily be formal structures—they may comprise village elders, women, activists, campaigners. They will form the nuclear spearhead team who will ensure that the other tasks of the campaign—training, mobilising resources, learning, giving encouragement and giving feedback—are carried out. Such a group will also ensure that there are no misgivings and reservations about the campaign, and that vested interests are neutralised by drawing out and highlighting the positive aspects of literacy.
- (6) Special efforts require to be made for mobilising women. "Women hold up half the sky", says a Chinese saying. They play an important role in household chores and in economic activities. Illiteracy rates among them are higher than those of men. Social barriers and overwork, coupled with a drudgerous existence deter them from participating in the adult education programme. Yet experience shows that once enthused, women become not only keen learners, but campaigners for the programme.
- (7) (a) Identify a theatre/media group which could develop plays, songs and scripts for literacy, train a core group of people at each block level to perform skits, nukkad natakas, sing songs on the theme of literacy, environment, women's equality etc.  
 (b) Prepare a block-wise schedule events for performances

#### **Identification of Learners and Volunteers**

A total literacy survey is crucial for target setting and for an assessment of the impact of the programme.

- The survey is not merely a tool for counting of heads but is an essential aid to environment building, mobilisation of men and selection of the right type of personnel for any programme.
- The survey will help in identifying (a) each and every learner, (b) potential master trainers and volunteers. Additionally, the survey would help in bringing about learners and volunteers face to face and contribute to the environment building campaign for literacy.
- The survey would be conducted by formation of teams comprising 4-5 persons. Each team would visit 40-50 households. On an average a panchayat comprising 8-10 villages would require 10-15 teams.
- The survey information compiled at the village level would be further consolidated and compiled at the panchayat, block and district levels.
- At the district level, the entire data base would be fed and consolidated through the DISNET Computer.

### **Training Plan**

The success of the campaign will depend on the personnel involved. In a campaign the numbers involved are large and selection and training strategy requires meticulous care at all levels.

### **How Many ?**

On an average the number of personnel required at each level may be calculated as follows :

- One volunteer per 10 learners
- One master trainer per 25-30 volunteers
- One resource person per 25-30 master trainers

(To preclude the possibility of mid-programme problems due to volunteers, master trainers and resource persons dropping out, it would be advisable to identify 10% more than the actual requirement)

### **How to identify ?**

- Resource Persons may be identified from among locally available experienced and talented social workers and committed teachers who are capable of communicating life skills and communication skills. A panel of resource persons may be prepared at the district level.

- Master Trainers may be identified at the block level from among activists of voluntary organisations with experience in non-formal classes. Identification could also be done at the time of the literacy survey. A master trainers' pool may be prepared at the block level.

*Volunteers* : The identification of volunteers is the most important part of the programme, since on them depends the quality of actual teaching-learning.

- The total literacy survey is an important forum for identification of volunteers. It would be best to open a register at the village level, where volunteers could register their willingness to work in the programme.
- Experience of voluntary efforts, social movements and programmes for women's development have shown that a group of motivated women can become an effective focal point for mobilisation for a programme. Therefore, creating a pool of trained women volunteers in every village should receive overriding priority.

### **Training Programme**

The training programme may be conducted on a 3-tier level as follows :

Resource Person Teams	7 days
Master Trainers' training at block level	7 days
Volunteers Training at village level	4 days initial 3 days midway refresher training

The training of resource persons may be conducted by key resource persons who would be drawn from the SRC staff and from voluntary agencies reputed for their training expertise.

### **Illustration**

A suggested training plan for a district with an illiterate population of one lakh is indicated below :

Resource Team	=	20
Each Resource Team of 2 would train 50 Master Trainers	=	500 Master Trainers
Each Master Trainer team of 2 would train 50 volunteers	=	12,500 volunteers

### **How to train ?**

- Training camps may be organised in school or panchayat or any other public/private building with a number of halls so that trainees can be divided into manageable groups.
- Training programmes should be conducted with local support, so that local involvement and participation is assured, and the training programme itself becomes a highly motivating activity.

### **What to train in ?**

The training curricula should be developed in advance for all levels of trainees in consultation with the State Resource Centres.

The training curricula for volunteers must invariably address the following :

- \* You are a literacy volunteer, what are you supposed to do in the campaign ?
- \* Understand your literacy primer and teacher's guide thoroughly.
- \* How do adults learn ? What should be your attitude to adults learning ?
- \* Are your learners learning ?
- \* How can you keep your learners' motivation ?

### **Development, Production and Distribution of Learning Material**

- Learning materials conforming to the RLM literacy levels have been developed by State Resource Centres
- These materials follow the new 'IPCL' approach which provides for :
  - \* Reduced duration of learning
  - \* improved motivation of learners and functionaries
  - \* inbuilt mechanism for evaluation, including self-evaluation by learners
- Under IPCL, a 3-graded primer is introduced, each grade progressing to a higher level of learning.
- For the total literacy campaign, the materials developed by the State Resource Centre could be studied by a Committee for their relevance to the working and living environment of the learners, and changes incorporated (if necessary) in consultation with the State Resource Centre to make the materials more situations specific.
- The revised materials would be scrutinised by the Expert Committee of the Government of India to ensure that the materials in fact conform in content and levels to NLM norms.

—In addition 3-graded primer, learners must be provided with a slate and lead pencils. The volunteers would be provided with a set of these learning materials. In addition, a teachers' guide which spells out the details of how the primers would be used would be provided to the volunteers.

—Printing of materials could be undertaken at the district level.

—Distribution of materials should be time-bound.

All materials (3-graded primers and teachers' guide) must be available to RP, MT and volunteers at the time of the training programme.

Distribution to learners should be made through the Master trainers and volunteers themselves.

Detailed schedule of distribution should be drawn out in advance.

### **Level I**

Ability to

- \* read and write numbers upto 50
- \* write one's own name.

### **Level II**

Ability to

- \* read and write words/sentences using most frequent letter and vowel signs ;
- \* read and write words and sentences having almost all the letters, all vowel signs and some conjunct letters ;
- \* read and write numbers upto 100 and do simple addition and subtraction upto 100 ;
- \* write names of family members and one's address.

### **Level III**

- \* read and comprehend a small passage (unknown text/newspaper headings, road signs) ;
- \* compute simple problems involving multiplication and division ;
- \* apply skills of writing and numeracy in day-to-day activities i.e. writing letters, filling forms etc.

### **Evaluation of the programme at Intermittent and Final Stages**

One question that should constantly be borne in mind from inception to conclusion of the programme is 'Are we going to achieve' what we are aiming to achieve'? This question has several sub-questions.

- (i) In terms of physical targets (numbers to be made actually literate) will we be able to cover it—(a) within the time that we have set for ourselves, (b) within the financial allocations available ?
- (ii) Will each person declared literate achieve the level prescribed for NLM ?
- (iii) Who will certify and verify these claims and how ?

These questions relate to the issue of evaluation of learning outcomes and programme evaluation.

The campaign coordination committee would have to address itself to both these aspects.

Learner evaluation is a very sensitive issue and unless handled with care and caution it can be detrimental to the whole programme. Therefore, in the new design of materials, brought out as part of the Improved Pace and Content of Learning approach, learner evaluation has been conceived of as :

- a part of total literacy process
- an exercise towards promoting self-evaluation by learners ;
- an instrument for making learners perceive their own achievements to motivate them to further learning. It thus permits :
- easy management of learner evaluation component
- easy record-keeping
- reasonable degree of credibility that learners are learning and moving towards a self-reliant level of literacy
- Adoption/Adaptation of IPCL materials already available should prove management of learner evaluation an easy and satisfactory exercise. However, the committees/structure set up to monitor the programme could also do a random check as part of data audit function.

As far as impact evaluation of the Campaign is concerned, it would be best to entrust this task to an external agency competent to determine the effectiveness and impact of the campaign. Several institutions have already been identified by the Ministry for this purpose. They could be associated profitably for this purpose or a similar such arrangement worked out by the District Campaign Coordination Committee. This would add credibility of the claims of the Campaign Organisers.

#### **Post Literacy and Continuing Education**

Education is a life long process. The Total Literacy Campaign cannot be considered to be complete or successful unless all persons provided basic

literacy are also provided access to, and participation in, continuing education programmes. This is crucial for retention and upgradation of levels of literacy acquired during the campaign.

The strategy for continuing education will involve (a) the strengthening of existing institutional structures—libraries established at the village level, such as the paathagaar of West Bengal, would require to be revived and given a fresh impetus, (b) opening up of institutional facilities—libraries and reading rooms in schools and colleges usually remain closed and unutilised in evening. These institutions would be supplied with literature for the neo-literates and opened in evenings for adults, and (c) creating new learning facilities—A Jana Shikshan Nilayam would be provided for a group of villages to serve as centre for information and communication, and to provide a forum for sport, cultural activities and has learning facilities.

#### **Financial Estimates**

- Survey : Cost of printing of survey forms × the estimated number of Illiterates.
- Training : No. of Resource Persons × 7 days × Rs. 20 per day  
                   No. of Master Trainers × 7 days × Rs. 10 per day  
                   No. of volunteers × 7 days × Rs. 10 per day
- Teaching learning materials : 3 graded primers  
   1 Volunteers' guide  
   1 slate/lead/slate pencils  
   Rs. 20/- per learner
- Environment building : @ of Rs. 5/- per learner
- Administrative costs
- Monitoring and Evaluation costs
- Post Literacy and Continuing Education

The Total Literacy Campaigns are joint programmes of the State and Central Government. Keeping in view constraints on resources, the cost of the campaigns would be shared by the State and Central Governments in the 2/3 : 1/3 rations. The state government share must invariably be indicated in the proposal.

(Source : Department of Education, Ministry of Human Resource Development, Government of India.)

B. S. Garg

## *Total Literacy : What is New?*

India's long tradition of adult education is as old as our civilisation itself. From the earliest drive for adult education, which was launched in the two princely States of Mysore and Baroda in the beginning of this century, to the National Literacy Mission launched in 1988, is a long story of experimentation in various facets of adult education.

The National Literacy Mission was set up in pursuance of the directive of National Policy on Education (1986) as a part of action to make 80 million illiterate persons in the age group of 15-35 literate by 1995. The objectives of NLM are highly commendable as they indicate a time bound and target oriented approach. Functional literacy, according to NLM document imp-

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\*Presidential address delivered at the 44th All India Adult Education Conference,

lies: (i) achieving self-reliance in literacy and numeracy, (ii) becoming aware of the causes of their deprivation and moving towards amelioration of their condition through organisation and participation in the process of development (iii) acquiring skills to improve economic status and general well being and (iv) imbibing values of national integration, conservation of the environment, women's equality, and observance of small family norms. Functional literacy according to NLM is preparing man for a social, civic and economic role that goes beyond the 3 R's.

Are we achieving the objectives of NLM under the present programme which has become more or less a pure literacy programme? Our experience shows that most illiterate adults are not interested in a mere literacy programme. In order to achieve the desired results literacy has to be linked with skill learning programmes. In the ideal situation literacy should come as a part of skill learning and may not be the starting point at all. This is easier said than done. A continuous and sustained effort has to be put in to make adult education a part of the integrated development plan for a particular area. Any scheme of adult education, if it is proved useful and purposeful and is acceptable to target groups, has to take note of the broad economic situation in the country. There is large-scale, under-employment in rural areas. These people are mostly living below the poverty line. Adult education should help the majority group of the working poor by arranging directly or with the help of other agencies, skill development and income-generating programmes.

### **Educational Institutions**

With the limited resources it is desirable that the existing educational institutions should be utilised for adult education. The village school should be given the responsibility to banish illiteracy in the village in which it is functioning. This has been tried in many developing countries and should be tried in our country too. There should be a separate adult education teacher to work for non-formal education of out-of-school children and for the education of adults. In other words, the school should provide facilities for the education of both children and adults under one roof and under single supervision.

The universities and colleges also have to play a significant role in this endeavour. But to secure the participation of students adult education should be made a part of the curriculum. The Central Board of Secondary Education (CBSE) has taken the lead in not only including promotion of literacy as part of work experience in its curriculum but from October 2, 1991, has also started a Special Adult Literacy Drive (SALD) in which students will undertake actual literacy teaching as a part of the programme and will be awarded marks. It is obligatory for the schools to undertake

literacy work through students, and award credit for undertaking the programme. This will enable the large student forces both at the school and college levels to meaningfully participate in the programme. With their active participation it would not be difficult to achieve the objective of making 80 million people literate by 1995.

### **Adult Education for Women**

Adult Education programme for women should not be confined to literacy education only. Women have to be empowered, so that they are not exploited. They should be prepared to exercise the various legal and constitutional rights of equality in work, decision-making and political life. Adult Education will have to lay emphasis on bringing women to a point where they could be considered equal to men in the male dominated society of ours.

Adult Education is a developmental programme. It is, therefore, essential that the grass-roots beneficiaries should be associated with the planning and implementation of the programme. Awareness building in the present exploitative society is a task which adult educators must perform with a sense of mission, commitment and dedication because enlightened citizens go a long way in sustaining democracy.

### **Voluntary Effort**

An active voluntary adult education movement has now developed in the country and this should be made full use of. The Government being the main funding agency in India, it is but natural that the major financial support would come from the Government. The role of genuine voluntary agencies in this task should not be underestimated. Such organisations have more freedom in day to day working, for innovations, and bold experiments. But, under NLM, the voluntary agencies are to provide education to about 10 per cent of the illiterates. In reality even this is not being done. At various fora their roles are over emphasised but in reality their role is minimal. The need is to have prior consultation with well established voluntary organisations while formulating the programme. Adequate public funds should be placed at the disposal of genuine voluntary agencies in order to enable them to share a sizeable part of the burden of adult education work. Government should promote the voluntary effort, but there should not be interference in the internal autonomy, subject to overall accountability (for proper use of public funds). Both large and small voluntary groups should be entrusted with the work. They should be provided adequate funds to carry out the programme effectively. The present grant-in-aid pattern of providing money on per learner basis may

not attract many well established agencies to undertake this work. The money is too low to undertake any worthwhile activity. There is no provision to cover administrative cost without which the programme cannot be implemented properly.

The topic of the Conference : Approaches to Total Literacy is very significant at the present juncture. The aim is to achieve total literacy, i.e., 80 to 85 percent literacy. But how to achieve this goal is debatable. The present emphasis is on enrolling volunteers under Total Literacy Campaign. Kerala has been declared total literate on 18 April 1991. Prior to that Ernakulam in Kerala was the first district to be declared totally literate. Are we in a position to achieve the objectives of NLM under the Total Literacy Campaign through volunteers ? To me, it seems a difficult task. Even the first objective of achieving self-reliance in literacy and numeracy may not be fully achievable.

#### **Approaches**

In such circumstances, what should be the approaches for Total Literacy ? Centre-based approach to me, basically is a sound approach through which the major objectives of NLM could be achieved. But instead of removing its deficiencies, we have moved to other approaches. The centres could not give the desired results because of non-availability of committed, dedicated and competent people on a low honorarium of Rs. 100 p.m. Had we provided adequate honorarium, we would have succeeded. Lack of proper space and non-availability of finance for covering the awareness and functionality components were some of the other causes for not getting desired results through the centres.

The NLM document mentions about 56 evaluation studies which were undertaken during the National Adult Education Programme. They mentioned about some plus and minus points of the programme. But not much effort was made to remove the shortcomings revealed in the evaluation reports. NLM was launched with the same structure and budget. When shortcomings are not removed, disillusionment is bound to be there. But that does not mean that there is something wrong with the basic concept.

#### **Each one Teach One**

The 'Each One Teach One' approach launched in 1985 through college students was a non-starter. It was started without proper planning and country-wide consensus on the subject. The kits were produced in large numbers and were distributed to universities and colleges. But not much use was made of the kits. The major reason was disinterest of teachers and students, because no academic credit or incentives were given to them.

To me, the objective of total literacy cannot be achieved through a single approach. Different approaches have to be adopted as the situation warrants. The institution implementing the programme should be given freedom to use the approach which is most suitable for the group and the area. The voluntary organisations and universities have to be given a bigger role not only in implementing the programme but also in training, material production and monitoring and evaluation. The role of Government should be minimal. Implementing it largely through bureauerats may not give the desired results. It should be avoided as far as possible. But their active cooperation to the implementing agency is a must for its success.

To check relapse into illiteracy, the neo-literates have to be provided continuing education opportunities. We have with us earlier experience of lapse into illiteracy in the Gram Shikshan Mohim of Maharashtra which otherwise was a successful venture. The post-literacy and continuing education needs of neo-literates have to be worked out before the commencement of the programme. There should not be any time lag between one phase and the other. The entire Kerala was declared totally literate on April 18, 1991 but the second phase of post-literacy has not started as yet. It is feared that many neo-literates might have relapsed into illiteracy.

The Jana Shikshan Nilayams can meet the learning needs of neo-literates and other people of the community if there is one JSN in every village or one in two adjoining villages and the Prerak is a full-time person to look after the multifarious activities of a JSN. We cannot achieve much with part-time Preraks on a very small honorarium.

The problem is not only to make people literate but also to provide them with sufficient opportunities to sustain their literacy.

To conclude, adult education work should not be the work of only a few people but the whole nation. Adult Educators should think seriously on this issue at a time when the unity of the country is being threatened. In Rajasthan there was a provision whereby a person could become a Sarpanch of a village if he was educated and I feel that such measures should be introduced in the rest of the country. Similarly, it should be made compulsory for students to spend some time in villages before they are promoted to the next higher class.

If such steps are taken now, they would go a long way in giving a boost to the literacy programme.

# Content

J.L. Sachdeva

## *Approaches to Total Literacy\**

“Mass illiteracy is India’s sin and shame and must be liquidated”, said Mahatma Gandhi several years ago. He had included adult education as one of the components of the constructive programme. But adult education programme did not receive the attention, it deserved, from politicians and policy makers after independence. Not enough resources were provided for education of adults to enable them to participate meaningfully in economic and social development. The result was that millions remained engulfed in illiteracy, ignorance and superstition.

The only bright spot on the literacy horizon in the earlier phases was the launching, in 1959, of Gram Shikshan Mohim (Village Education Campaign) of Maharashtra that sought to make the whole state literate within five years. About a million people were made literate through this campaign. As a result, literacy percentage in Maharashtra rose from 29.89 in 1961 to 39.06 in 1971, while the overall literacy in India rose from 24.03 to 29.35 during the same period.

In the subsequent Five Year Plans not much attention was paid to adult literacy. The only initiative taken during that period was the Farmers Training and Functional Literacy project implemented by the Government of India in cooperation with UNESCO and UNDP.

It was only in 1977 that Government showed its commitment to adult education. It was stressed that alongwith universalisation of elementary education upto the age of fourteen, priority to adult education, as a part of overall educational and development planning, would be given.

As a result, the National Adult Education Programme (NAEP) was launched on 2 October 1978, to make 100 million adults in the age group 15-35 funct-

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\* Working Paper for the 44th All India Adult Education Conference.

ionally literate within five years. Another important thing was that elementary education and adult literacy were seen as mutually interdependent.

Under NAEP the administrative unit within the overall administrative network was the project. A project area would be administratively and culturally homogeneous, say from 100-300 centres run by the Government or a voluntary agency.

The major thrust of NAEP has been the setting up of adult education centres which provided not only literacy but programmes leading to awareness and functionality. The teacher/learner ratio was assumed to be 1:30 and the supervisor/teacher ratio 1:30. The project officer/supervisor ratio was 1:3 for 100 centre project; 1:10 for a 300 centre project. Functionality and awareness which were the other two components besides literacy, were not covered because of non-availability of funds for these two components. Non-cooperation from the development departments was another reason for the non-coverage. The instructor was not competent enough to cover these components. In fact, it was not properly understood even by middle level functionaries.

In 1985 the Mass Programme for Functional Literacy (MPFL) was launched to involve college students in the literacy programme. Literacy kits were given to the students to undertake each one teach one or two programme.

Under NAEP, the two approaches to literacy were the centre-based approach and MPFL. These two approaches were dominant when the National Literacy Mission was launched in 1988. The MPFL did not provide the desired results because of many factors. Prominent of these were the lukewarm attitude to this programme by the college principals and teachers and inadequate training of master trainers. The training of students was almost not done. Absence of incentive was another important reason for the disinterest of students in this programme. Though a huge expenditure was incurred on production of kits, not much results were visible.

### **Centre-based Approach**

The centre-based approach is conceptually sound. It enables the learners to meet together at a particular place to discuss their day-to-day problems in addition to the learning of 3 R's. But some unachievable norms were set for an adult education centre. The enrolment of thirty learners was not always possible. This resulted in false reporting and thus disenchantment about the centre based programme. The other two important drawbacks were low honoraria to instructors and non-availability of proper accommo-

dation for the centre. The instructor is expected to provide educational service to the learners as a part time worker getting a small monthly honorarium of Rs. 100/- only. He is expected to undertake the main burden of motivating, mobilising and involving the target group in the learning process and organising the teaching programme with little assistance from other functionaries. The field level workers find the honorarium too low in view of the tedious and frustrating nature of the job. If right honorarium had been paid to the instructor the results would have been different. There is no accountability of a person getting Rs. 100/- as honorarium, and this has been one of major reasons for not getting the desired results from a centre-based approach.

The other drawback of the centre based approach has been the non-availability of proper accommodation for organising the centre. They are mostly run in instructors' houses which do not provide a congenial atmosphere for learning. They are generally small in size with children playing around. Accommodation in Government schools or community centres was not made available. Provision for rent should have been there to get a reasonably good place for organisation of the centre. Centres which provide better physical facilities attract more learners and show better performance.

The National Literacy Mission launched in 1988 stated that the existing programme will be continued but their quality to be improved by application of science and technology inputs and other innovations. But not much was done to improve the on-going programme in spite of the weakness indicated by a number of evaluation studies conducted during NAEP/AEP.

#### **Total Literacy Campaign**

The recent emphasis of the Government is on the campaign approach i.e., total eradication of illiteracy from a compact area. This is also popularly known as the Total Literacy Campaign (TLC). It started in Kottayam in Kerala. Kottayam at that time had the literacy rate of 81%. The National Service Scheme (NSS) of Mahatma Gandhi University and the Kottayam Municipality joined hands to make Kottayam the fully literate town in India. It was known as People's Education and Literacy Campaign Kottayam (PELCK). The target there was limited. Only 2209 persons were to be made literate in 100 days. The Ministry of Human Resource Development, Government of India sanctioned 32 National Service Volunteers (NSVs) to work on a full time basis in the 32 municipal wards of the town. The method was 'each one, teach one'.

The success of Kottayam inspired others to initiate action in other parts of the country. Ernakulam District in Kerala was declared fully literate. In April 1991 the entire state of Kerala was declared fully literate. About 50 districts in the country are now being covered under the Total Literacy Campaign. Burdwan (WB), Gandhinagar (Gujarat) and Pondicherry have been declared fully literate.

Under TLC, the endeavour is to provide education to all children and adults who have been denied the opportunity. Special focus is on women and girls and SCs/STs. The objective is to achieve 80-85 percent literacy in each target/focus group.

Some pre-requisites of TLC are :

- Mobilising public opinion for creating community participation in literacy efforts ;
- Mobilising illiterates as a group to motivate individuals to demand literacy ;
- To sensitise the educated sections of the society so that they will participate as volunteer instructors ;
- An intensive publicity drive to build the tempo and to sustain it throughout the duration of the programme ;
- Utilisation of all kinds of media and art forms for dissemination of the message that literacy is necessary and desirable.

TLC is based on the assumption that there would be active involvement of the community, students, youth, elders, women activists, voluntary workers and the persons who are expected to benefit from the literacy campaign.

The question is How does this work ? How do a lakh of volunteers get inspired to work for 200 hours to make a person literate without any monetary benefit or incentive ? How are illiterates motivated ? Have they started demanding it ?

#### **Kottayam and Ernakulam**

To replicate the example of Kottayam is not possible. In that town, only 2209 people were to be made literate for which 32 NSVs were provided by the Government. In Ernakulam and Kerala the ruling party was actively involved in the campaign. It relied on person to person contact. There

are different reports about the achievement in Kerala. About 15-20 lakh people are still illiterate which constitute 6-7% of the population. They are the fishermen folks, tribals and slum dwellers. Notwithstanding these reports, it seems difficult to motivate learners and volunteers in other states particularly in the Hindi belt, where there is a high rate of illiteracy. The picture of TLC is not as bright as has been projected.

In the evaluation of TLC in Burdwan District conducted by an external evaluation team, it was observed: "Most of them cannot be regarded as having reached a reasonably good standard in writing. They have secured very high mark in reading-comprehension and numeracy skills but low marks in writing".

The report also observed that "382 test papers were not in learner's handwriting, mainly the letter writing and sentence making section. It appeared that they were done by VTs (Volunteer Trainers) and MTs (Master Trainers) themselves".

The report further observes that "success of the programme was due to the involvement of the community and the district officials; the most effective step was the personal contact specially by party workers, community leaders and VTs.

### **Jathas**

Though much is talked about the environment created by the Bharat Gyan Vigyan Jathas, the Burdwan Evaluation report gave a different picture. It observed: "Hardly any learner was motivated by the Gyan Vigyan Jathas. Though cultural programmes were organised, either they were not witnessed by the learners or the message did not prove effective enough to elicit a positive response".

Much credit is given the BGVS for the Jathas conducted in different parts of the country, but the evaluation report of Burdwan and informal reports from many parts of the country speak differently. Was it to be justified to spend millions of rupees on Jathas? The whole programme was carried out during a period in which there was a lot of disturbance in the country due to Mandal or the Mandir-Masjid dispute. Was it not justified to postpone the programme at that time and to organise at a time when conditions were normal.

TLC is based on the assumption that there would be active involvement of the community i.e. the students, youth, elders, women activist, voluntary

workers and the persons who are expected to benefit from the literacy campaign.

The important question is how to ensure the participation of all types of people without any monetary benefit or incentive. It is difficult to get an instructor for Rs. 100 or Rs. 125 per month. In both Kerala and West Bengal the ruling party was actively involved in the campaign. It relied on person to person contact and community involvement. But such high degree of motivation both among learners and volunteer instructors may not be there in other Indian States. It is difficult to create a tempo for literacy and more difficult is to sustain it throughout the duration of the programme.

Securing the participation of learners and instructors on a continued basis is really difficult in a TLC. We have to use different approaches to reach our target of 80 to 85 per cent literacy in those states which are far below this level. The students have to play an important role in this endeavour but to think of mass participation of students—both at school and college—without incentive is only a wishful thinking.

The TLC in a district is much in the hands of a collector. The voluntary organisations have no significant role in such a situation. Similarly, universities may not also have a very important role. The best thing will be to allot universities, colleges and voluntary agencies some areas where they can work for total literacy. Adequate finance has to be provided if we want that learners achieve the literacy norms set in NLM. If the programme remains in the hands of bureaucrats, as is happening in TLC, more reliance will be on figures rather than actual implementation.

It will be good if everyone in the community is involved in the literacy programme and that would be possible if a conducive climate for literacy is built. The role of political parties and their mass organisations and traditional and electronic media is significant in this regard. If they play meaningful role it may not be difficult to achieve the objective. Literacy has to be made a felt need, if adult education is to be made a people's movement.

The Conference may discuss, in groups, the following sub-themes :

1. Centre based approach—Merits and Demerits
2. Each One Teach One and Small Group Approach—Merits and Demerits
3. Total Literacy Campaign—Merits and Demerits
4. Total Literacy Campaign in Kerala—Problems and Achievements
5. Role of College and School Students in Total Literacy Campaign.

## *Group Reports*

### GROUP I

#### **Centre-based Approach—Merits and Demerits**

**Chairman : Shri A. J. Shukla**

**Rapporteur : Dr. Ansuya T. Sheth**

The Group felt that through an Adult Education Centre, it becomes easy for the instructor and learners to meet regularly at a particular place. This provides an opportunity to the instructor to motivate and inspire the

learners for learning. The very word 'Centre' conveys the feeling of being invited. It also attracts the learners because the 'Centre' has been recognised as the 'Temple of Learning'. Reading material can be evenly distributed in a systematic manner. The learners interact among themselves and with the instructor too, and this helps in accelerating the learning process. They inspire and motivate each other. The process of socialisation is hastened. Class and other barriers are broken. It provides an opportunity to advocate for other national programmes like family planning, mother and child care, and agricultural extension. The learners' progress and achievements can be tested in a scientific and systematic manner.

While describing the difficulties faced in centre based programmes, the group referred to their constraints. In its opinion, the number of 30 learners prescribed for a centre appears to be impracticable. Because the Government insists upon 30 learners for a centre the agencies make false reporting in the matter. Improper training to the functionaries, ineffective supervision, rigidity for timing, duration, number of learners, and untimely distribution of teaching-learning material have led to the crisis in educational management. Critics and experts of adult literacy programme expect too much from the instructor, but, very few have paid attention to the very low honorarium paid to her/him. The scheme does not provide any incentive to the functionary or the agencies who put hardwork, with honesty and sincerity, to achieve the goal. The Centres are started without proper preparation, such as survey, planning and in-depth study of the programme.

Thus the whole centre-based programme is highly criticised which is not justifiable. The Group strongly feels that the centre-based approach should be strengthened more and more to minimise its bottlenecks and to remove the constraints.

## **GROUP II**

### **Each One Teach One and Small Group Approach**

Chairperson : Mrs. Shantha Krishnan

Rapporteur : Dr. Avtar Singh

The Group felt that a suitable approach to mass campaign is through 'each one teach one' method. Actually in the developing countries like ours where financial resources are the main constraint, such type of approach is preferable. 'Each one teach one' approach should be combined with

small group approach. If a young daughter is being taught under the each-one-teach-one approach, then her mother will either withdraw her daughter or she herself will attend it along with her daughter. So keeping in view some norms of our social system, a group approach is to be preferred as compared to 'each one teach one' approach.

The following are the recommendations of the Group :

1. Any approach to literacy should not be thrust from above; rather the approach should be flexible and has to be formulated taking into consideration the grassroots realities.
2. It is very difficult to sustain the interests of the teacher and students in 'each one teach one' system without some incentive or credit for this work.
3. It is extremely essential for the political parties to have commitment to this programme and build a conducive climate for the same.
4. Educated unemployed persons are a bad example for the literacy programme. This problem should be solved urgently.
5. Each-one-teach-one approach should not replace the centre based approach. Any of the two or even both could be used depending on the rate of literacy, economic conditions and social systems.
6. Voluntary organisations must be involved in the literacy programme. If the programme remains in the hands of the bureaucrats it will be projected as a government show without any tangible results.
7. For long lasting results, it is essential to make a provision of follow-up action in "each-one-teach-one" approach.

### **GROUP III**

#### **Total Literacy Campaigns : Merits and Demerits**

**Chairperson : Dr. Mercy Abraham**

**Rapporteur : Dr. S.K. Kejariwal**

The Group unanimously felt that 'total literacy' (in the sense of 'education for all') is non-negotiable. Everyone, irrespective of age, must be provided with the basic minimum education. Thus, there was an agreement about the need for 'total literacy'. But there was a difference in perception about the relevance and practicability of TLC as an approach. Pointing

out the merits of the TLC approach, members argued that TLC can (a) spread literacy at an accelerated speed (as evident from the experiences of Kerala and Burdwan), (b) cost-wise, it may be economical and hence better affordable given the national resource crunch, (c) create a sense of urgency in the concerned district/area and thereby encourage participation of the community, the governmental machinery, and political parties (d) promote a true sense of 'voluntarism' where people work for a social purpose without expecting even the token honorarium.

The Group discussed also the demerits or limitations of TLC. It was felt that the success of TLC depends on various preconditions such as (a) pre-existence of a 'literacy-culture' in the area, (b) existence of both the political and the social will, (c) a threshold level of socio-economic development. TLC's success demands an enormous degree of initial preparatory work, planning household surveys, mobilisation of finance and material resources, assessment of people's needs not only for literacy but also their economic and health requirements, mobilisation of a very large number of volunteers, development of a good management information system (MIS), good environment creation, integration of both non-formal and adult education (for covering the entire population).

The Group concluded its deliberations by pointing out that some of these pre-conditions are quite difficult ones, but it is not impossible to satisfy them. Innovative planning, mobilisation of community support, and creation of political and social will may help in the successful implementation of TLC. It was also felt that, if necessary, TLC may adopt selective approach ; and to begin with we may implement it only in those areas where the above noted preconditions can be satisfied easily and then gradually move on to the difficult areas. The Group opined that TLC can accelerate the spread of literacy (b) it is a viable approach ; and (c) it may prove to be cost effective.

#### **GROUP IV**

##### **Total Literacy Campaign in Kerala : Problems and Achievements**

Chairperson : Dr. V. Reghu

Reporteur : Shri A.M. Rajashekar

Before launching the literacy campaign in Kerala, two experimental literacy campaigns were undertaken in Kottayam Municipal town and in Ernakulam district.

The Kottayam experiment was named as "PEOPLES EDUCATION AND LITERACY CAMPAIGN KOTTAYAM (PELCK). This programme was implemented by the NSS Unit of Mahatma Gandhi University, Kottayam, in collaboration with the Kottayam Municipality. This literacy programme aimed at achieving 100% literacy in 100 days.

### **Ernakulam Experiment**

The second experiment was conducted in Ernakulam District. The literacy campaign in this district was undertaken under the leadership of a committed district collector. A registered body was constituted at the district level for implementing the literacy campaign. Also committees were constituted at various levels involving Government and non-government agencies.

### **Akshara Keralam**

As a result of above experiments, which were very encouraging, a state level programme was conceived by the Government of Kerala.

The Akshara Keralam programme was implemented by the Kerala Shastra Shalithya Parishad, a registered Society, constituted by the Government of Kerala, under the Chairmanship of The Chief Minister of Kerala, with the help of the National Literacy Mission.

The literacy campaign was started with an inspiring slogan 'Akshara Keralam-Sundara Keralam'. The programme was launched with a whole hearted support from the people belonging to different political parties, voluntary agencies, trade unions, youth and women and government organisations.

The Akshara Keralam programme was implemented in 13 districts, except Ernakulam, with 43 projects and 840 sub-projects. Each project consisted of 20 sub-projects covering nearly 70,000 illiterates. Project officials deputed by the Government did not draw any additional remuneration other than the pay and allowances in their parent organisations.

Some of the problems faced during the implementation were :

1. People belonging to tribal groups, fisher folks of coastal area, and linguistic minority, could not be covered under this programme due to various reasons.

- (a) Non-co-operative approach of the target group
  - (b) Non-availability of suitable voluntary functionaries
  - (c) Lack of suitable teaching learning materials.
2. Training programmes for the functionaries of different levels were organised at district, block and at panchayat levels. There was much of "transmission loss" in the process of training programme. This was taken care of with the help of some useful programmes through Doordarshan, AIR, Press and Academic Councils. Special materials were prepared for circulation for the benefit of functionaries.
  3. Although most of the political parties co-operated and participated in the programme, there was no impact of a strong political will.
  4. Post-literacy phase should be on the toes of literacy campaign to sustain the literacy skills acquired by the learners and to avoid relapsing into illiteracy. But, due to various reasons the post-literacy phase has not yet started.
  5. All the successful learners have not reached the expected literacy level. Steps are being taken to solve such problems in the second phase.

### **Achievements**

Out of 22.8 lakhs illiterates in the target age group, 16 lakhs were enrolled. About 12.2 lakhs persons have been declared literate and the rest of the persons were either late comers or dropouts.

- The impact of the literacy campaign in Ernakulam district has been tremendous.
- Number of cases registered in police stations has shown a sharp decline.
- The infant mortality rate (IMR) has come down in the State as a result of continuous literacy programme for the last few years.
- Neethi Melas are being conducted in several phases in the State where some of the petty problems cases are taken up for the discussion and solved at the local level.
- People have developed the faculty of critical thinking and analysis on social issues and problems.

- Many neo-literates who wanted to cast their votes in the recent general elections refused to put their thumb impressions. They demanded for a pen and signed the names showing their newly acquired skill.
- Women volunteers outnumbered the male volunteers (70%)
- A wide network of Mahila Samaj and local libraries extended solid support in the implementation of the programme
- All the media and popular art forms have been utilized for the successful organisation.
- Resources were mobilized at the local level by the peoples committees.
- Academic Councils extended much useful support at all levels, from Panchayat to State.
- A combination of Government machinery and the people's participation had been achieved in the whole process.

The impact created by literacy programme on the people is quite visible. It has created a lot of confidence in the people not only in the state of Kerala but throughout the country. The Kerala programme has set an example for the whole country. The literacy torch was lit in Kerala, and now the light is spreading slowly and steadily throughout the country.

#### GROUP V

##### **Role of Voluntary Agencies, Universities, Colleges and School Students in Total Literacy Campaign**

Chairman : Shri Yogananda Das

Reporteur : Prof. (Mrs.) S.A. Bapat

The Group recommends that

1. Involvement of voluntary organisations, vocational centres and other institutions should be encouraged more and more.
2. The family unit should be adopted by the students.
3. Family approach is a more practical approach than the area approach
4. Funds should be released promptly by the fund granting authorities.
5. The University should work as an information bureau.
6. A Committee of the neo-literates should be formed to persuade the continuation of literacy programme.

7. Incentives, preferably in the form of grace marks, should be given to the students.
8. Enrolment of the students for M.P.F.L. should be done before vacation.
9. Government organisations should provide assistance.
10. M.P.F.L. programme has proved a failure.
11. There should be regular monitoring and evaluation of the work done by supervisors and master trainers.
12. All students from all faculties and all levels should be involved— participation in M.P.F.L. should be a condition for promotion to the next class.
13. Degree should be awarded to the students only after each of them has made five persons literate.
14. Literacy should be the condition for issuing ration cards.
15. Parent's literacy should be a condition for admission in schools.
16. Government project should be continued for at least five years and the project officers should not be frequently transferred.
17. Literacy programme has been converted into Government programme. Collector is the grant sanctioning authority.
18. A continuous training programme for Master trainers must go on to produce many batches of trained teachers.
19. All teachers and employees, should be involved in literacy programmes.
20. Literacy should be a criteria for sanction of loans.
21. Fund granting authorities should assess the urgency of need and release the funds in time.
22. All University, College and School students should be involved in the literacy campaign and it should be a condition for promotion to the next class.
23. Literacy certificate awarded by organisations involved in the programme should be recognised for job opportunities, promotion etc.
24. Perfect co-ordination should be effected among the academic, administrative and voluntary units in the adult education programmes.

## *Conference Recommendations*

1. The 44th All-India Adult Education Conference organised by the Indian Adult Education Association, in Calcutta, on 26-29 October 1991, and attended by about 250 delegates from 20 States and Union Territories recommends that total literacy must be achieved by the year 2000. For this, the Conference feels that a composite approach should be adopted which is relevant to the area, group and the local situation.

2. It recommends that the under Total Literacy Campaign, a selective approach should be adopted. It should be started in districts which meet the pre-conditions like the existence of both political and social will, assessment of people's needs not only for literacy but also about their economic and health requirements, mobilisation of a very large number of volunteers, etc. It also feels that before starting TLC in other districts, the results of earlier campaigns must be evaluated by an outside agency.
3. The Conference strongly recommends that incentives are a must for meaningful participation of students in adult literacy programme. Boards and universities should give marks to students for teaching the illiterate adults as has been done recently by the Central Board of Secondary Education (CBSE).
4. It notes with regret that there is lack of coordination among agencies at all levels working in adult education programme in a particular area. It recommends that coordination must be ensured so that desired results from the programme are achieved and duplication of work is avoided.
5. The Conference notes with satisfaction that over a million people have been made literate in Kerala under Total Literacy Campaign, which, it feels, is highly commendable. But it regrets to note that post-literacy work has not started and recommends that it must be started without further delay so that neo-literates do not relapse into illiteracy.
6. The conference strongly feels that adult education should be a national concern, and a national commitment, in which all political parties, trade unions, cooperatives and their mass organisations should actively participate.
7. The Conference feels that the approach to literacy should not be imposed from above, but it should be flexible and take into account the grassroots realities.
8. The Conference recommends that centre-based approach should not be discontinued. It is an effective means for learners to interact among themselves and the instructors, and thus, helps in accelerating the process of learning. They also provide opportunities to integrate other national programmes such as family planning, mother and child care, immunisation, and national integration etc., which are not possible in other approaches to total literacy.

9. The Conference feels that the objectives of NLM i.e. literacy, awareness and functionality can substantially be met through the centre based approach and should not be discontinued. To get competent and committed people, the honorarium of instructor should be raised from the present Rs. 100 to Rs. 300 p.m.
10. It recommends that incentives to learners, like giving preference in employment etc., should be considered to get their active participation in large numbers in this programme.
11. The Conference welcomes the efforts made by the Government to promote literacy through electronic media particularly television. The prime time slots in TV would go a long way in motivating the volunteers. But it feels that new slots should be prepared which could motivate the non-literates towards literacy so that they start demanding it as their felt need. The present slots are primarily meant to motivate volunteers only.
12. The Conference recommends that schools, particularly in villages, should be given responsibility to liquidate illiteracy in the areas/villages in which they are functioning. The Headmasters and teachers should be given due recognition for their work.
13. The Conference recommends that prior consultation with well established voluntary organisations and field workers should be made for formulation of the programme as they are more familiar with field problems. The participation of voluntary agencies should be increased and all genuine VAs should be provided financial support for undertaking the programme, particularly those working at the grass-roots level. The assistance should not be limited only to a few.
14. The Conference recommends that there should not be any time lag between the literacy and post-literacy phases. The neo-literates must be provided at the earliest opportunities for further education through JSNs and other means. Jan Shikshan Nilayams should be started even before the start of the literacy programme, as they will create a favourable environment to motivate the non-literate towards acquiring literacy. The honorarium for Preraks should be suitably increased keeping in view their responsibilities.
15. Universities and voluntary agencies in addition to running literacy projects, should be given responsibilities for training, material production, monitoring and evaluation.

## *Adult Education News*

### **44th All India Adult Education Conference : A Brief Report**

The 44th All India Adult Education Conference which concluded in Calcutta on October 29, 1991 recommended that for achieving total literacy ~~selective approach~~ should be adopted. It suggested that the work should be started in districts which meet the pre-conditions like the existence of both social and political will, assessment of people's needs, mobilisation of large number of volunteers, etc.

The Conference strongly recommended that incentives are a must for meaningful participation of students in the adult literacy programme. It urged the boards and universities to give marks to the students for teaching the illiterate adults as has been done by CBSE and some other Boards and Universities. The Conference also suggested that some incentives to learners should be given so as to get their active participation in large numbers in this programme.

It stressed that schools, particularly in villages should be given complete responsibility to liquidate illiteracy in the area/village in which it is functioning.

The 4-day Conference on "Approaches to Total Literacy" convened by the Indian Adult Education Association in collaboration with All India Council for Mass Education and Development and Coordination Centre for Adult and Continuing Education\* was attended by over 250 delegates from 20 States and Union Territories.

Inaugurating it, Swami Lokeshwaranda of Ramakrishna Mission, Narendrapur said that follow-up activities in adult education are essential to check lapse into illiteracy. He said post-literacy and follow-up programmes should be according to the need of the area and group. They should not be treated less important than the literacy programme in any way, he emphasised.

He said that efforts should be made to universalise primary education so that there should not be any illiterate in future. The elementary education, he said, should be made more effective so that parents send their children to school and don't take them out after one or two years of schooling.

Dr. Pratap Chander, Chunder former Union Minister of Education and Social Welfare in his Chief Guest address said that illiterates are deprived lot of the society and it was the duty of all educated people to make them literate so that they join the national mainstream. He said that adult education and elementary education were interlinked. The illiterate parents never realise the importance of enrolling their children to the schools and even if they are sent they are taken out from the school after one or two years. Educated parents have always educated children, he said. Dr. Chunder said that there should be a package deal in education which should include primary education, adult education and non-formal education.

Dr. Chunder stressed that education should be made broad-based. The illiterates should be educated to the extent that they could refer to the book as and when needed and are not dependent only on electronic media for knowledge and information. He concluded that learning, if combined with earning would give better results than the mere literacy programme.

Dr. Chunder also released the book "Each One Teach One : Laubach's Materials and Methods" published by IAEA recently.

Earlier, Dr. (Smt.) Phulrenu Guha, former Union Minister for Social Welfare in her welcome address said that unless and until illiteracy was removed from the country it could neither make progress nor control the population growth rate in the country which were essential for its development. She said that in eradication of illiteracy, Government and voluntary organisations should work supplementary and complementary to each other. Unless there was deep understanding between the two, the total literacy in the country would not be possible, she felt.

The address of Shri B.S. Garg, President, IAEA was read in his absence by Shri Bhai Bhagwan, Vice-President who presided over the inaugural function. Shri Garg in his address emphasised that all existing educational institutions should be utilized for adult education work. The schools should be given the responsibility for carrying out both formal and non-formal education. The village school should be given responsibility to banish illiteracy in the village it is functioning, he stressed.

Shri Garg also called upon the universities and the boards to follow the pattern adopted by the Central Board of Secondary Education (CBSE) to give credit/marks for undertaking literacy work. This, he said, would enable the large student force, both at the college and school levels to meaningfully participate in this programme.

Shri Garg in his address suggested that prior consultation with well established voluntary organisations should be done at the formulation of the

programme. It was the duty of the Government to promote voluntary effort.

He suggested that different approaches to achieve total literacy be adopted. One single approach, he feared, would not give the desired results. The voluntary organisations and universities have to be actively involved in this programme.

Shri Garg suggested that adult education work should not be the work of few people only but of the entire nation. It should be made compulsory for students to spend some time in villages before they were promoted, he stressed.

Shri K.C. Choudhary, General Secretary, Indian Adult Education Association proposed a vote of thanks.

### **Plenary Session**

In the first plenary session, Shri J.L. Sachdeva, Director, IAEA presented the Working Paper. He said under the Total Literacy Campaign it would be difficult to ensure the participation of all types of people without any monetary benefit or incentive. The Kerala and West Bengal experiments, he felt, could not be replicated in other parts of the country particularly in the Hindi belt where there is very low literacy rate. He said that it may be difficult to sustain the tempo throughout the campaign.

He stressed that climate for literacy should be created in which all political parties, their mass organisations and traditional and electronic media should play a significant role. Literacy has to be made a felt need if adult education was to become a people's movement, he said.

Smt. Bimla Dutta, Vice-President, IAEA who presided over the session said that Kerala had achieved higher literacy rate because of the efforts made to promote education before Independence. She said that efforts to promote literacy should be continued until the target of achieving 80 to 85% literacy in the country was achieved.

Speaking on the occasion, Shri Satyen Maitra, Hony. Director, SRC, West Bengal said that in West Bengal all political parties, administration and Panchayats had played a significant role in promoting literacy. Total commitment of panchayats and bureaucracy was visible in the evaluation of the Burdwan total literacy campaign. He felt that training is still a weak link in TLC and should be strengthened to make it more effective.

### **Plenary Session II**

In the second plenary session, Shri R N. Mahlawat, Vice-President, IAEA presided. The following major points emerged out of discussion on approaches to total literacy :

1. Post-literacy programme should atleast be of one year duration and people should be employed rather than depending on volunteers.
2. School students have played an active role in promoting literacy in West Bengal and their participation should be ensured by giving them proper incentives.
3. Awareness part has been neglected under TLC.
4. Universities and voluntary agencies should be actively involved in the total literacy campaign.
5. Educational institutions should provide space for adult education work.
6. Incentives are must for meaningful participation in TLC.
7. Each one teach one programme should be pursued more vigorously as it provides an opportunity to give personal attention to the learner.
8. Improvement in the quality of life of illiterates should be the ultimate goal of a literacy programme.

### **Zakir Husain Memorial Lecture**

The Zakir Husain Memorial Lecture on "Towards A Literate India" was delivered by Shri Anil K. Sinha, Relief Commissioner, Government of Bihar and former Director, Directorate of Adult Education, Government of India.

In his address, Shri Sinha said that a literate mother (or parents) is the biggest guarantee of the education of the child. Adult Literacy, he said, should be emphasised more as parents literacy which was necessary for the betterment of the child.

He said that teachers could contribute considerably in promoting literacy and to achieve this they should be given first and foremost place. Shri Sinha said that it was now an accepted fact that cost of keeping women illiterate is higher than the cost of educating them.

He pleaded for extensive utilisation of traditional, folk and electronic media to generate awareness and to enrich the quality of teaching as well as improving and strengthening training.

He concluded that the need of the hour was that literacy should become a people's movement and it was possible only if it becomes a national concern, a national commitment.

Shri Shiv Shankar Chakravorty, Director, Rama Krishna Mission Ashram, Narendrapur who presided over the function said that inspite of limitation of the Total Literacy Campaign (TLC), we must go ahead with it so as to achieve the target of eliminating illiteracy from the country by the year 2000. He said that follow-up was absolutely essential to maintain the gains of TLC. Shri Chakravorty said that the decade of 1990s should be the last decade for liquidating illiteracy in the country.

Smt. Kamala Rana, Associate Secretary, IAEA proposed a vote of thanks.

#### **Thematic Workshops**

During the Conference four Thematic Workshops on the following topics were held :

1. Jan Shikshan Nilayams—How to Make Them More Effective—Chairman—Shri J.L. Sachdeva
2. How to Meet Material Needs in Total Literacy Campaigns—Chairperson—Smt. Kamala Rana
3. Role of NGOs in NLM—Chairman—Shri R.N. Mahlawat, Co-Chairman—Dr. J.M. Gadekar
4. What is Literacy Mission Strategy—Chairman—Dr. Dilip Kumar

#### **Valedictory Address**

The valedictory address of the Conference was delivered by Shri Moni Sanyal, Deputy Mayor, Municipal Corporation of Calcutta. In his address, Shri Sanyal said that in the campaign for total literacy, the emphasis should be on real education which will make the illiterates real citizens of the country with human spirit and broad mindedness. Pure literacy only would not help in achieving this goal, he said. He said that the constitutional directive to achieve free and compulsory education for children upto the age of 14 years must be achieved at the earliest as it will arrest the future growth of the country.

Shri Sanyal said that adult education programme could not be implemented by Government efforts only and asked voluntary organisations to supplement government initiative in this respect.

Shri N.C. Pant, Vice-President IAEA in his presidential remarks said that mass movement for literacy should get inspiration from Guru Rabindra Nath Tagore who has done pioneering work in promoting mass education particularly in rural areas.

Shri J.L. Sachdeva on behalf of IAEA and Shri Binay Banerjee on behalf of Reception Committee proposed vote of thanks.

### **Literacy as Part of Curriculum of Schools and Colleges Stressed**

The South Zone Conference which concluded in Thiruvanthapuram on September 29, 1991 stressed that literacy and continuing education programmes be included in the curriculum of the schools, colleges and the universities. To promote education among women, it urged that women organisations may be provided with facilities for creating literacy and awareness, specially in rural areas.

The Conference recommended that literacy programme should be connected with vocational training and income-generating activities to sustain the interest of the learners. It emphasised that expertise of the personnel of the universities and well-established voluntary organisations should be properly utilized for training, monitoring, and research projects relating to total literacy.

The Conference convened by Indian Adult Education Association and jointly hosted by CACE, University of Kerala, Shramik Vidyapeeth, SRC, KANFED, Literacy Forum, Kerala Gandhi Samarak Nidhi, Dale-View and Mitraniketan was attended by 120 delegates from the four southern States.

Inaugurating it, Shri K. Vishwanathan, Director, Mitraniketan said that the education for neoliterates was essential otherwise the money and effort for making a person literate would go as waste. He said that education was also essential for the smooth functioning of democracy.

He appealed to all educational institutions to get involved in promoting adult education. He said that adult education was not the removal of illiteracy only but to create consciousness so that people demand education on their own. They should also be provided liberal education as is being done in the Folk High Schools of the Scandinavian countries, he said.

Shri Vishwanathan concluded that creating self-confidence and self-respect should be the major thrust of the adult education programme.

Shri KC Choudhary, General Secretary, Indian Adult Education Association who presided over the inaugural function congratulated people of Kerala for achieving total literacy in the State and said that delegates would like to know how it had been achieved. Shri Choudhary said that adult education programme should strive for value based democracy so that the voter could become a partner in the functioning of parliamentary democracy.

Shri K Chandran, Ex MLA and Dr. Dharm Vir, Member Executive Committee, IAEA gave felicitation addresses. Shri AH Khan, Member, Executive Committee, IAEA proposed a vote of thanks.

Dr. KS Pillai, Chairman, South Zone and Vice-President, IAEA in his presidential address said that though Kerala has achieved about 93% literacy but still post-literacy work has not started which he feared would result in relapse in illiteracy of many neo-literates. He said that libraries under the Kerala Granthala Sangham should be converted into Jan Shikshan Nilayams so that the neo-literates get the needed education.

Dr. Pillai emphasised that adult education programme would get a boost if it is included as a part of curriculum in the universities. He also pleaded for providing incentives to the students to get desired results from this programme.

### **Plenary Session**

In the Plenary Session, Shri PN Panicker, Hony. Director, SRC, KANFED presided, Shri JL Sachdeva, Director, IAEA presented the working paper of the Conference.

Shri Panicker in his address said that every individual has responsibility to find out the problem of his neighbour and to provide the help needed which should also include literacy education. He regretted that the educated are not sharing their education with the illiterate people and appealed to all educated people to bring literacy and enlightenment in the life of the illiterate brothers and sisters.

The delegates were divided into five groups to discuss the following sub-themes of the Conference :

1. Tribal Literacy—Problems and Possibilities.
2. Role of Voluntary Agencies in Total Literacy Campaign
3. Role of Universities in Total Literacy Campaign

4. **Involvement of Women in the Total Literacy Campaign**
5. **Involvement of Youth in Total Literacy Campaign.**

### **Recommendations**

After two-days of deliberations and on the basis of the group reports the Conference adopted the following recommendations :

1. Literacy and Continuing Education programmes should be included in the curriculum at the school, college and university level.
2. Women organisations may be provided with facilities for creating literacy and awareness among women especially in the rural areas.
3. All the literacy programmes should be connected with vocational training and income generating activities to sustain their interest.
4. Literacy programme exclusively for women should have large component of population education, health education, family welfare, mother and child care, scientific and environmental education.
5. The programme for the tribal and fisherfolks should be prepared and formulated in consultation with the tribal groups and experts in the tribal education.
6. Tribals should be encouraged by providing incentives such as child care homes for the children.
7. Curriculum for tribals should be prepared at their own place in consultation with them and by observing their life situation.
8. Due importance should be given to the voluntary organisations in literacy, continuing education and post literacy programme.
9. All the universities including the Deemed Universities should be involved in the total literacy programme.
10. The expertise of the personnel of the universities and well established voluntary organisations may be properly utilised for training, monitoring and evaluation.
11. Research projects related to total literacy may be undertaken by universities, voluntary organizations etc.
12. The representatives of all youth and women organizations and voluntary orgazations should be formed at the planning stage.

13. Due weightage may be given to the students and unemployed youth in interviews for admission and carrier opportunities.
14. Awards, rewards and medals for the exemplary service rendered by the youth should be given.
15. Participatory approach should be adopted in the training of the functionaries.
16. Talented youth may be harnessed for the literacy programme at all levels.
17. Literacy programme should be linked with all the developmental agencies (Government and non-Government).
18. The excessive control over the literacy programme by the Government machinery should be avoided.
19. Jan Shikshan Nilayams should be made more effective so as to meet the objectives of a JSN enlisted in the NLM document.
20. The Prerak instead of part time person should be made a full time man. Accommodation should also be made available for a JSN.
21. The District Resource Units should be established in large number so as to meet the training needs effectively. The present SRCs should also be strengthened.

#### **Orientation Programme for Key-Level Functionaries**

The Indian Adult Education Association organised a six-day orientation programme in adult education for key-level functionaries of voluntary organisations, universities, colleges and Government Departments in New Delhi on December 2-7, 1991. 20 participants from the States of Haryana, Punjab, Uttar Pradesh and Delhi participated.

Inaugurating it, Dr. PD Shukla, former Joint Educational Adviser, Government of India and former Chairman, Central Board of Secondary Education said that for success of the adult education programme the following things are essential :

1. Adult education must receive adequate political support.
2. Enough money should be provided in the Centre and State budgets for adult education.
3. The workers must be adequately paid.

4. Adequate professionalism must be built as adult education is different from formal education and it is rewarding both for the learners and the animators.
5. Some incentives and disincentives should be considered to give a boost to this programme.

Dr. Shukla said that adult education should not be run on adhoc basis and it should be a continued effort. Life long education should be the ultimate aim of the adult education programme, he added.

Earlier, welcoming the Chief Guest and the participants, Shri JL Sachdeva, Director, Indian Adult Education Association said that main aim of the orientation programme is to orient the key-level functionaries about new trends in adult education in the country. He said that total literacy campaign is now in operation in 65 districts and it is high time to discuss its problems and achievements.

Shri JC Sharma, Deputy Director, Indian Adult Education Association proposed a vote of thanks

The subjects discussed in the orientation programme were "Concept and Philosophy of Adult Education," "History of Adult Education in India", "Total Literacy Campaigns : Problems and Achievements," "Linking Population Education with Adult Education," "Adult Education in Developing Countries", "Improved Pace and Content of Learning (Primers and their Use)", "Field Problems in Adult Education Programme", "Linking Adult Education with Development", "Creation of Favourable Climate for Adult Education Programme", "Role of Mass Media in Adult Education", "Role of Students in Total Literacy Campaigns", "Monitoring and Evaluation" and "Post Literacy and Continuing Education."

A field visit to the project of the Indian Adult Education Association in Himmatpuri, a trans-Yamuna Colony of Delhi was arranged.

The resource persons were Dr. SY Shah, Joint Educational Adviser, Planning Commission, Shri DV Sharma, former Jt. Director, Directorate of Adult Education, Dr. V Venkata Seshiah, Additional Director, DAE, Shri RS Mathur, Additional Director, DAE, Shri SP Jain, Jt. Director, DAE, Dr. NP Jain, former Director (Social Education), Department of Rural Development, Smt. Nishat Farooq, Director, SRC, Jamia Millia Islamia, Smt. Shanta Krishnan, Acting Director, Adult Education Unit, Jawaharlal Nehru University, Prof. BB Mohanty, Professor and Head,

Department of Oral and Visual Communication, Indian Institute of Mass Communication and Treasurer, IAEA, and Smt. Rajni Kumar, Coordinator, Delhi Schools Literacy Project.

In the valedictory function on Dec. 7, 1991, Shri NC Pant, Vice-President, IAEA presided. Shri KC Choudhary, General Secretary delivered the valedictory address.

The participants also expressed their opinion about the utility of the programme.

#### **Training of Preraks and Instructors**

The Indian Adult Education Association organised a six-day training programme for the Preraks and Instructors of its Himmatpuri project in Government Senior Secondary School, Mayur Vihar, Delhi on Nov. 11-16, 1991. 65 Instructors and four Preraks participated.

The topics discussed were "Concept and Importance of Adult Education", "Some Do's and Don'ts while Teaching Adults", "Adult Education and Mass Campaigns", "Preparation of Teaching Aids in Adult Education", "Motivation in Adult Education", "How to Run Adult Education Centre Effectively", "Teaching Techniques", "Field Problems in Adult Education" and "Monitoring and Self Evaluation Techniques in Adult Education".

In addition to the Association's own faculty, the following participated as Resource Persons : Dr. Sharda Jain, Sewa Gram Sansthan, New Delhi, Shri VK Ashthana Jt. Director, DAE, Dr. SP Sharma, Deputy Director, DAE, Shri Prem Chand, Deputy Director, DAE, Shri DV Sharma, former Jt. Director, DAE and Shri BR Vyas, former Additional Director (Adult Education) Delhi Administration and Member, Executive Committee, IAEA.

#### **Total Literacy and Health Programme in Yamunanagar (Haryana)**

A hundred percent literacy and health (immunisation) programme was launched in District Yamunanagar in Haryana a few months ago. The D.C. Haryana coordinated the efforts of various agencies which participated in the programme.

A four member state level committee under the Chairmanship of Shri J.L. Sharma, former Director, Indian Adult Education Association and former

Vice-Chancellor, Jammu University was constituted to evaluate the programme. The Committee visited District Yamunanagar on July 25-26, 1991 to evaluate and assess the progress of the on-going projects of literacy and health and to make suitable suggestions for improvement and achieving the desired goal.

45 villages were selected (nine each from five blocks) in the first phase to achieve cent per cent literacy in the age-group 15-35 and immunisation of all children in the appropriate age-group.

The members visited eight villages in three blocks and interviewed 15 volunteer instructors.

### **General Observations**

Some of the general observations of the team were :

- (i) Attendance in Centres/teaching-learning groups was satisfactory.
- (ii) Almost all the adults, particularly women were found to be motivated and well aware of the need and importance of literacy and immunisation in life.
- (iii) Their reading ability was quite good. The standard in simple arithmetic was also good but their writing ability needs lot of improvement.
- (iv) No adult was found who had achieved the prescribed level of literacy.
- (v) In almost all the centres, right type of teaching/learning material was not being used/supplied.
- (vi) The learning group were by and large short of stationery material.

### **Significant features**

- a) Families of Muslim rural communities evinced interest in the programme. Young unmarried girls with married girls are attending literacy classes.
- b) The experiment of imparting literacy in small groups in different houses for nearby area has proved more rewarding. The women got education right at their door step.
- c) In some villages where Anganwari workers are also taking interest in creating awareness the progress of literacy programme is better.

### **Suggestions**

The team made the following suggestions :

1. There is need for involving school teachers and students of Secondary/ Senior Secondary classes, more particularly those belonging to the

same area. They can contribute in supervision as well as in creating necessary environment as also in imparting literacy.

2. **Appropriate and right type of teaching learning material should be provided, such as designed by SRC.**
3. **Panchayats may be asked to encourage and extend full cooperation in the shape of providing physical facilities and financial assistance in the shape of stationery material, drinking water etc. to run the centres properly.**
4. **Services of retired, educated persons of the village may also be sought for.**

#### **Unesco Literacy Prizes**

Organisations from Pakistan, Japan, India, Venezuela and Ghana have won UNESCO International Literacy Prizes for 1991. The awards were presented by UNESCO Director-General Mr. Federico Mayor in Paris on September 9, 1991.

The Nadezhda K. Krupskaya Prize, sponsored by the USSR, was given to the Adult Basic Education Society of Pakistan for their work in teaching 200,000 adults to read and write. They were lauded for encouraging substantial female participation and even including a special project for the children of beggars.

The International Reading Association Literacy Award was given to UNESCO Co-Action Learning Centre Movement, in Japan, for its work raising consciousness in that country and raising money for literacy projects worldwide.

The Noma Prize, created by the late Japanese editor Choichi Noma, was given to the State Government of West Bengal, in India, for its huge efforts in implementing literacy campaigns in provinces where 10 million illiterates live. The government was also praised for incorporating self-help studies into literacy classes. The state literacy rate is 53 per cent, up from 41 per cent 10 years ago.

The Iraq Literacy Prize, sponsored by the Government of Iraq, went to the People's Action Service Centre in Venezuela. The Centre has been active since 1973 as an NGO working with the poor. It also organized 300 training workshops for 3,000 educators.

The King Sejong Literacy Prize, sponsored by the Republic of Korea, went to the Institute of Adult Education at the University of Ghana. The Institute, which has been fighting illiteracy since the early 1970s, designed degree courses in Literacy and Adult Education helped teach reading and writing in 10 villages around the campus.

The Krupskaya Prize is worth US \$ 7,000, the Reading Award, Noma Prize, and Iraq Prize, US \$ 10,000 each, and the King Sejong Prize, US \$ 30,000.

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The Indian Adult Education Association founded in 1939, aims at improving the quality of life through education visualized as a continuous and life long process. It directs its efforts towards accelerating adult education a process, a programme and a movement.

The Association co-ordinates the activities of various agencies—Governmental and voluntary, national and international—engaged in similar pursuits. It organises 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 the policy, the Association has instituted the Nehru Literacy Award and the Tagore Literacy Award for Women's Literacy for outstanding contribution to the promotion of adult education in the country. It has also instituted the Dr. Zakir Husain Memorial Lecture; which is delivered every year by an educationist of repute and eminence.

The Association has brought out many publications on themes relating to adult education, including the Hindi editions of several UNESCO publications. It brings out the Indian Journal of Adult Education, Proudh Shiksha, Jago aur Jagao and IAEA Newsletter.

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.

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