ADULT AND LIFELONG LEARNING: SELECTED ARTICLES

Edited by
Dr. V. Mohankumar

75 *years of service in the field of adult education*

Indian Adult Education Association
भारतीय प्रौढ़ शिक्षा संघ

Education
Empowers

Adult and Lifelong Learning:
Selected Articles

(Platinum Jubilee Publication)

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Foreword

Education is an important component of development. When India became independent both the political leadership and planners wanted all round development of the country through Five Year Plans. Along with agriculture and industries, education also got priority in the allocation of funds with the result a large number of schools, colleges, universities and technical institutions came into existence. The allocation of funds increased year after year and plan after plan and today India is one of the countries which is having the largest number of educational institutions in the world. The allocation of amount for the education sector covered not only primary, secondary and tertiary sectors but also of adult education. Along with governmental efforts, voluntary agencies/Non-Government Organizations also played a major role in educating illiterate masses through their own funds as part of regular programmes and activities but also availing projects and programmes from government under different schemes.

Indian Adult Education Association also played a major role in the field of adult and lifelong learning/education since it was established in the year 1939. It is a forerunner organization in extending moral support to all the programmes in the field of adult and lifelong learning planned and implemented by the government and non-government organizations through publications, conference, seminar, lecture and outreach activities with the sole aim of reaching persons working in the field as wide as possible so that they are well informed about the ongoing programmes in the country. One of the publications brought out by the Association is Indian Journal of Adult Education. This journal is able to accommodate on an average 8-10 articles/papers in every issue and covers varied topics so that fairly they reflect major issues of the immediate concern.

On the occasion of the Platinum Jubilee Year of the Association (2014) for the benefit of the students, research scholars and field workers selected articles/papers already published in the Indian Journal of Adult Education at different times have been put together as a book titled "Adult and Lifelong Learning: Selected Articles" which has been properly edited by Dr. V. Mohankumar, Director, Indian Adult Education Association. I am sure this book will be of good use for reading and reference.

The Association also is planning to bring out few more books which will be on the stand shortly.

K.C. Choudhary

President
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Acknowledgements

Foundations of Adult Education

N.K.Ambasht

There are many misconceptions about the nature and meaning of adult education (AE). Even the educated do not reckon it as a formal or important means of education or literacy growth. The concept of adult education has grown in its dimension and is not the only means of providing literacy skills to the adult population. With the growth of distance learning, non formal programmes and many other self learning approaches, the expanse of adult education has grown tremendously. There seems to be a definitional confusion that needs to be addressed and, may be, a debate is initiated. What are the characteristics of adult education? Is collegiate education, where adults attend a programme for furthering their education, included in adult education if we agree that adult education is programmes where adults get education? Are adult education and adult literacy synonymous? Does it merit a place as academic subject of study like education, psychology, sociology medicine or law?

Nature of Adult Education (AE)

Those who are engaged in teaching and research in the field of Adult Education (AE) get easily caught in the status-trap, because it is still an emerging field. One argument in favour of getting a status of a full-fledged discipline is that it derives its content from various disciplines as psychology, for theories of adult learning, philosophy for need for an educated people for effective democracy, political science for power and related development issues. Like Engineering, Medicine and Law, it is a discipline. It is related to a set of practices, to a profession. A major objective for an academic study of the subject must be to enhance the practice of the profession. AE is not an abstract discipline like Mathematics which may be of relevance to variety of professions or to no profession. AE studies are clearly linked to one specific profession- a

service profession directly related to serving human beings.

AE is not so much a single discipline. Like Sociology it includes philosophy, psychology, history and so on, but each of these fields, seen as a part of AE has a particular emphasis dictated by nature of the profession. Adult Educationist and the adult educator are not concerned with the whole of psychology but with that part of psychology related to adult learning and guidance and counseling. Here a distinction needs to be made. Like a teacher of the Law and Lawyers are two separate groups and seldom juxtapose, so also an adult educationist (theoretician) and adult educators (practitioners) are two separate groups.

Just as in medical practice the most important person is the patient, similarly in adult education the most important person is the adult learner: and all efforts of the adult educators must start from the needs of the adult learner or groups or communities of adult learners. Much of the content of AE would depend on these considerations. For example, in case of the tribal groups, their traditions, social, economic and ecological factors would make a difference and as such these components will have to form the content of the discipline of AE. Adult educator first and foremost has to be the facilitator for the learning of the adult learner. Enquiries related to the development and improvements of this facilitatory process are thus the core enquiries in AE as a field of study.

Concept

AE is a discipline within the field of Education and is comparatively younger than Educational Psychology. Unsystematic nature of AE terms and concepts is the product of cultural differences and scholars have defined AE as product of culture. Friedman (1972) defined "adult education is a process which is part of cultural development , primarily the establishment of means of communications between the cultural systems of the transmitters (inventors, research workers, creative minds) and cultural systems of receivers (i.e. groups for whom adult education is intended)"

Thus one expects many scholars to refer to AE, using different terms and concepts depending on who they are, the culture they represent etc. To elucidate, in India, today AE connotes educational programmes addressed to the age group of 15-35, who are out of formal education network, although the youth of 15-17 cannot be defined as adult based on eligibility of adult suffrage.

This age bracket changes if age for drinking is taken as a criteria for adult hood which is, as of now is 25. 'Adult' has been variously defined and understood in different cultures. Sometimes the roles performed by an individual in a society may be the criteria for adulthood, sometimes physical conditions (puberty and the like) and sometimes age prescribed by law. For example in Yugoslavia till recently, AE did not extend to whole Yugoslav youth indiscriminately but only to those employed in production (David. M 1962). Again sometimes a minor may be performing the role which is expected of an adult, say Panchen Lama, or some tribal chief may be a child if he has inherited the chieftainship even while a child . The question that becomes central is 'who is an adult?' and what is/are the criteria of determining the adult hood- role performed in the society, age, employment? These are some of the issues that need to be resolved to make AE a more precise a discipline that needs conceptual clarification and standardization that the academia might have to address. In order to establish it as a discipline of study, we need to consider organizing a meet to brainstorm the issue.

What is Adult Education?

Education refers to all kinds of learning that take place, whether, formal or non formal and also informal (which may include incidental also). It is a macro term under which all kinds of it species, if I am allowed to use this term, or components such as nursery, kindergarten, primary, secondary, pre university/ senior secondary, collegiate/ university, etc are included. Adult Education can be regarded as micro term since it refers to the learning that takes place among adults. Still there are reservations as most of the post secondary education is also organized learning for the adults. Liveright and Haygood (1969) proposed that adult education "is the process whereby persons who no longer (or did not) attend school on a regular and full time basis undertake sequential and organized activities with conscious intention of bringing about changes in information, knowledge, understanding or skills, application and attitudes; or for the purpose of identifying and solving personal and community problems"

In this regard there are a number of scholars who have tried to define AE in the context of literate societies. Thus in their attempt adult literacy is not central to AE which is in contrast to the situation in primarily hugely illiterate societies.

In case of Japan, the adult education programmes tend to be more like what we in India would label as hobby classes. The case in point is the one located in the Asahi Centre in Tokyo. Therefore, some of those attempting to define AE in their perspective where literacy percentages are very high, are M. David, Edmund Brunner, Bryson, Scott Fletcher, Reeves, Fensler and Houle, Ohliger and Morgan etc. The Canadian Association of Adult Education also held a similar view, as stated above. They all wrote of a situation in which the percentage of literacy was very high, as result of long experience universal compulsory education up to high school level. Under such circumstances only a very minimum number of the population in such societies needed a basic literacy programme, while large percentage was expected to take either remedial or continuing education or training to qualify themselves for jobs, to spend leisure wisely, and to acquire new knowledge and skills, in the case of knowledge explosion. Thus the concept of AE of western scholars is only meaningful when it is examined in the background of the participants referred to by them.

Similarly in developing countries the situation is no different, that is, here too the cultural and educational background determines the nature and content of AE, that is, a high illiteracy rate leads to greatest emphasis on acquisition of literacy skill and becomes the content of adult education programme. The problem of free and compulsory elementary education, ignorance, belief in superstitions and conservatism etc. lead to determination of nature and content of adult education programmes in these countries. Many have focused their attention to literacy alone, may be, by way of reaction to neglect of literacy aspect by western scholars. Morgan says: "Adult Education offers some who were not privileged a last chance to learn. Some feel a need for training in basic skills of learning so they enroll for work in reading, writing and arithmetic"

The *International Directory of Adult Education* (1952.p.11) published by the UNESCO states:

"Adult Education has been associated with the teaching of literacy and such remedial measures as the night school for adults who have missed the opportunity for schooling. The concept of Adult Education has been broadened considerably so as to cover activity of wide range of institutions or agencies and to include content as wide as life itself...In some states there is a strong

tradition of voluntary effort and so they tend to stress that democratic adult education stems from the work of non- state agencies. In others adult education has become a means of propagating views having official approval. In essence, adult education is so closely related to social, political and cultural conditions of each country that no uniform or precise definition can be arrived at." *(Emphasis mine)*

However, it is more an alibi for not providing any definition while broad basing the concept. A sound theoretical foundation had not been laid on which the discipline could be built up. This lack of an agreed definition has led to the situation that we are in today. It has led to situation where AE has not yet been able to find a place as a discipline of study either in the psyche of the populace or the academic, particularly in our country. This, however, does not suggest that no effort in this direction has been made. Many other organizations such Dag Hammerskjold Foundation (1969), Commonwealth Secretariat (1970) did try a definition, the most typical one was the one offered by the National Institute of Adult Education in 1970 and which has been quoted in Encyclopedia Britannica 15th edition as quoted below:

"(Adult Education) is any kind of education for people who are old enough to work, to vote, fight and marry and who have completed the cycle of continuous education(if any) commenced in childhood. They want to make up for limited schooling (or no schooling), to learn the basic skills of trades or professions or to master new working processes. They may turn to it because they want to understand themselves and their world better and to act in the light of their understanding or they may go to classes for the pleasure they can get from developing talents and skills, intellectual, aesthetic, physical or practical. They may not even go to classes. They may find what they want from the book and broadcasts, or take guidance by post from a tutor they never meet. They may find education without a label by sharing in common pursuits with likeminded people"

Now with this kind of all embracing activities being brought into the ambit of AE, it is really difficult to establish it as a sort of discipline worthy of academic study. Such all pervasive activities related to any learning, even leisure, into the ambit of AE. It needs serious consideration for deciding the content of academic discipline, if at all it is considered desirable to have it as a subject of study.

UNESCO (1976) defines Adult Education as the term that "denotes the entire body of organized educational processes, whatever the content, level and method whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adults by the society to which they belong, develop their abilities , enrich their knowledge, improve their technical or professional qualifications and bring about changes in their attitude   or behaviour   in two fold perspective of full personal development   and participation in balanced and independent social, economic and cultural development" One wonders if there is no concomitant change in the attitude and behaviour, other things remaining the same, would it still be called adult education? And what is the measure of change in attitude and behaviour?

These definitions, embracing the dual purposes of achieving self fulfillment and increasing social participation, laid to rest the notion that adult education is purely concerned with what were once regarded as non vocational activities, AE, therefore, embraces all forms of educative experiences needed by men and women according to their varying interests and requirements, at their differing levels of comprehension and ability, and in their changing roles and responsibilities throughout their life.

In this context, theoretically speaking, adult literacy may not be an essential ingredient of adult education, because in this age of advancing technology, literacy skill may not remain a must for ones development and discharge of responsibilities throughout one's life. Ambasht (2000) had forecast that the nature of adult literacy will have changed with the fast growth in terms of IT and a day may come when writing skill may not be that necessary.

As mentioned earlier, adult would mean different set of people according to cultural context. A new terminology, Non Formal education, was substituted, and Coomb (1974) defined this as any organized, systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to particular subgroups in the population, adults as well as children". But in many developing countries, adult education still is considered separate from non-formal education, especially where the latter has been accepted as a major means of achieving universal primary education of the relevant age group children. Ambasht (1986) made a distinction between

adult and non formal education when he operationally defined Non-formal education in the Indian perspective as: "Non formal education means planned and deliberate educational activities/programmes for out-of-school children of 6-14 age group, leading to achievement of learning outcomes comparable that of formal elementary schools" Thus he completely precluded adult population from the ambit of Non formal education and separated adult education from Non formal Education.

Conclusion

In order to establish AE as a discipline we need to deliberate on the following:

(i) At conceptual level what is the definition of AE which is widely, or universally accepted, both in high literacy and low literacy level nations?

(ii) Agreeing to the difference between an adult educationist(theoretician or academic) and adult educator (practitioner)

(iii) Agreeing to the difference literacy and education and clarifying the basic difference between the two

(iv) Who is an adult for the purposes of AE?

(v) What should be the content of AE as discipline at graduation and post graduation levels with justifications? This is a comprehensive matter for consideration as it would involve theoretical bases (foundations) and applied knowledge culled out of different relevant branches of knowledge

(vi) The conceptual differences between terminologies that have been used synonymously or loosely in various contexts and at various times such as social education, adult education, adult literacy, functional literacy non-formal education, lifelong education, continuing education etc.

There are lots of grey areas, both conceptually and operationally that need theoretical and conceptual clarification, as indicated in the preceding sections. Also some questions have been raised and some consensus needs to be evolved. This could be a subject matter of research and foundation building for adult education if it is established as subject matter of full-fledged academic discipline. Besides this major area that needs urgent attention is the body of the subject matter that needs to be gleaned from various allied fields and established into a coherent discipline. For this one would need thinkers in the field with

sound foundational insight and develop a movement for making adult education. We need to distinguish between the adult educationist and adult educator as indicated earlier. Like Stevenson making a plea for gas lamp, I am making a plea for adult education as a discipline of study. Are you listening?

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International Benchmarks and Evolving Perspectives in Indian Adult Education

A. Mathew

The latest programme of adult education, viz., 'Saakshar Bharat – Mission 2012' was launched by the Prime Minister Dr. Manmohan Singh on 8th September, 2009 as a flagship programme of the Government of India. It aims to further strengthen and promote Adult Education to mainly non-literate adults who missed schooling, and now feel a need for learning (NLMA, 2010: 1). The Literacy Initiative for Empowerment (LIFE), designed and implemented by UNESCO in 35 countries, is a global strategic framework, to collectively revitalize and accelerate literacy efforts in countries where illiteracy poses a critical challenge. LIFE is a strategy for action to support basic education and the achievement of Education for All and to substantially increase literacy learning opportunities. LIFE aims to contribute to the empowerment of learners so that they can make informed choices, take control of issues that affect them, and eventually enhance the quality of their lives (UNESCO, 2006, 11).

Belem Framework for Action, adopted by International Conference on Adult Education (CONFINTEA–VI) in December 2009, is a canopy framework for Adult Education encompassing Literacy and Lifelong Learning. It focuses on harnessing the power and potential of adult learning and education for a viable future. The Framework emphasizes the need to develop literacy that is relevant and adapted to learners' needs and leads to functional and sustainable development, focusing on women and highly disadvantaged populations including indigenous people and prisoners, with an overall focus on rural populations. The Framework fosters a culture of quality in adult learning and enrichment of learning environments and the empowerment of individuals and communities (UNESCO, 2009: 3, 6).

Compatibility of Indian Adult Education with Belem & LIFE

India being signatory to Belem Framework for Action, it is imperative to align India's national policy frameworks in conformity with its international commitments. NLMA has, therefore, organized a cross-sectoral consultation at Bengaluru on 27-28 June, 2011. The purpose was to identify areas and issues that warrant reconsideration to become Belem Framework compliant and to give new direction to adult education in India that is at par with global frameworks and benchmarks. Hence, the theme of the National Workshop: 'Saakshar Bharat, Belem Framework and LIFE'. The objectives of the National Workshop included: (a) Enhanced understanding of Belem Framework and LIFE; (b) Review of India's adult education policies and programmes in the context of Belem Framework and LIFE; and (c) Advocacy for further strengthening the policy framework for adult education in India. The takeaways from the National Workshop have also been consciously built into the design, which included: (a) Better understanding of Saakshar Bharat vis-à-vis Belem Framework and LIFE; (b) Incisive analysis of adult education policy in India; and (c) Future strategies in alignment with national vision and international commitments.

This article draws on the presentations as well as discussions in the Workshop, and is organized along nine major aspects, viz., (i) Adult Literacy and Education: Definition and Scope, (ii) Equity, Inclusion and Participation, (iii) Total Quality Management, (iv) Design and Delivery, (v) Policy, (vi) Governance, (vii) Convergence and Partnership; (viii) Funding; and (ix) Monitoring and Evaluation.

I. Adult Literacy and Education: Definition and Scope

Definition and scope of adult literacy and education programmes have never been a settled issue. Definition of adult literacy itself, i.e., whether it should be only about levels of proficiency in the 3Rs and should also include other 'literacies', such as health, rights, ICT, etc., are far from settled, and depends upon the country situation in its development context. With regard to the scope of literacy and adult education, there is a world of difference in different

countries between the learning opportunities provided and the life needs and interests of learners. This section, as in respect of other sections, examines the perceptions and recommendations of the Belem Framework for Action, the LIFE document, the policy formulations in India and the Indian scene in respect of definition and scope of adult literacy and education in India, and the emerging perceptions on the issue in the light of the deliberations in the National Workshop.

The Belem Framework deals with "adult learning and education" as an essential element of the right to education (Jagmohan Singh Raju, 2011[2]). It endorses the definition adopted in Hamburg Declaration in 1997: "the entire body of ongoing learning processes, formal or otherwise, whereby people regarded as adults by the society to which they belong develop their abilities, enrich their knowledge, and improve their technical or professional qualifications or turn them in a new direction to meet their own needs and those of their society" (UNESCO, 2009: 1).

The Belem Framework also goes into the scope of adult literacy, as: "the most significant foundation upon which to build comprehensive, inclusive and integrated lifelong and life-wide learning for all young people and adults." Given the magnitude of the global literacy challenge, the Framework deems it vital to redouble the "efforts to ensure that existing adult literacy goals and priorities, as enshrined in Education for All (EFA), the United Nations Literacy Decade (UNLD) and the Literacy Initiative for Empowerment (LIFE), are achieved by all means possible." The Framework also lays emphasis to "recognize literacy as a continuum", and for planning and implementing continuing education, training and skills development beyond the basic literacy skills, supported by an enriched literate environment (UNESCO, 2009: 1-2).

The LIFE document defines literacy as the "competencies in reading, writing and numeracy and life skills". LIFE positions it as an Initiative not only to promote these competencies, but also to substantially increase literacy learning opportunities, beyond the basic literacy level (UNESCO, 2006: 11).

The LIFE document also refers to the scope of literacy, i.e., what it can and should lead to. It views literacy as an: "indispensable means" for effective social and economic participation, contributing to human development and poverty reduction." LIFE is convinced that, "literacy empowers and nurtures inclusive

societies and contributes to the fair implementation of human rights. In the case of mothers, literacy leads to an enhanced quality of life for their families and improved education outcomes for their children" (UNESCO, 2006: 11).

LIFE also talks of promoting: (i) Integration of literacy with various issues including income generation, entrepreneurial training linked with access to micro credit, reproductive health care, and civics and HIV/AIDS prevention; (ii) Life skills, use of applied/appropriate technology, including ICTs, creation of reading spaces and resource, and popularization of science and technology in rural areas; and (iii) Opportunities across the continuum of literacy, post-literacy and continuing education within the framework of lifelong learning (UNESCO, 2006, 27).

Definition of Adult Literacy and Adult Education in India

The Education Commission (1964-66) viewed that the scope of adult education is as wide as life itself. It noted that "one of the major planks in the strategy of a society which is determined to achieve economic development, social transformation and effective social security should be to educate its citizens to participate in its developmental programmes willingly, intelligently and efficiently." It stated that the function of adult education in a democracy is to provide every adult citizen with an opportunity for education of the type which he wishes and which he should have for his personal enrichment, professional advancement and effective participation in social and political life (NCERT, 1971: 778).

National Policy on Education (NPE), 1986 locates Adult Education in the mainstream educational system. Highlighting the importance of Adult Education, the NPE observes, "Our ancient scriptures define education as that which liberates i.e., provides the instruments for liberation from ignorance and oppression. In the modern world, it would naturally include the ability to read and write, since that is the main instrument of learning. Hence, the crucial importance of adult education is including adult literacy." The NPE expects literacy (adult education) to facilitate accomplishment of "national goals such as alleviation of poverty, national integration, environmental conservation, observance of the small family norm, promotion of women's equality,

universalisation of primary education, basic health-care, etc. It will also facilitate energisation of the cultural creativity of the people and their active participation in development processes" (MHRD, 1986: 5).

In respect of its scope, NPE states that "comprehensive programmes of post-literacy and continuing education will be provided for neo-literates and youth, who have received primary education, with a view to enabling them to retain and upgrade their literacy skills, and to harness it for the improvement of their living and working condition." These programmes, according to NPE would inter alia include:

a. Establishment of continuing education centres of diverse kind to enable adults to continue their education of their choice;
b. Workers' education through the employers, trade unions and government;
c. Wider promotion of books, libraries and reading rooms;
d. Use of radio, TV and films – as mass as well as group learning media;
e. Creation of learners' groups and organizations; and
f. Programmes of distance learning (MHRD, 1986: 9-10).

Lastly, NPE recognizes "that a critical development issue today is the continuous upgradation of skills so as to produce manpower resources of the kind and the number required by the society. The special emphasis will, therefore be, laid on organization of employment/self-employment oriented and need and interest based vocational and skill training programmes" (MHRD, 1986: 9).

Consistency of Definitions

It is often said that there are frameworks and declarations on adult learning and education, yet there is a lack of agreement on the definition, scope and focus of adult education activities. Rather, concepts on adult learning and education are contextualized according to the needs, historical discourse and shifts in paradigms in a particular country. For example, in high-income and middle-income countries such as Thailand, where adult learning and education is well established and where there is a coherent policy with responsibility for the government and others indicated, the concepts are well-defined and focused. However, in many other countries the definitions, concepts and scope of adult education and learning are not well articulated. Overall, the experiences and records of Asian countries in this regard suggest that, rather than focus on

international consistency and uniformity, it would be more appropriate, to concentrate on developing contextualized, endogenous concepts and definitions to design and guide adult literacy and education programmes.

In India literacy is the principal format of adult education. As a sequel to the NPE's Programme of Action (1986), the National Literacy Mission (NLM) was launched in 1988, with the aim of imparting functional literacy to 80 million adults in the 15-35 age group by 1995 (GOI, 1986: 135). It started with a mass campaign approach, known as the Total Literacy Campaign (TLC), but had evolved into a massive programme of adult education.

The NLM conceived literacy as an active and potent instrument of change and for the creation of a learning society. Functional literacy was defined as: (i) Achieving self-reliance in literacy and numeracy; (ii) Becoming aware of the causes of their own deprivation and ways of overcoming their condition through organization, and participation in the process of development; (iii) Acquiring skills to improve economic status and general well-being; and (iv) Adopting the values of national integration, environmental conservation, women's equality and observance of small-family norms.

As proposed in the National Policy on Education (Revised 1992), NLM combined Post-Literacy and Continuing Education (PL & CE) activities in order to consolidate and improve functional literacy skills of neo-literates (MHRD, 1996: 25). The Post-Literacy Campaigns had three broad learning objectives – remediation, continuation and application. A scheme of Continuing Education, distinct from the previous PL & CE, was launched by NLM in 1997, to provide learning opportunities to neo-literates on a continuing basis and to reinforce and widen the literacy skills for personal, social and economic improvement. The Continuing Education Centre (CEC), the main delivery point of CE programmes, looked after by a Prerak (Animator), was meant to be a community-based centre with a library and reading room, besides being an information window and a centre of charcha mandal, sports and recreational activities and other life skill programmes (GOI, 1998).

New Perspective

The Saakshar Bharat Programme (SBP) views literacy as a continuum with Basic Education (Equivalency), Skill Development and Continuing Education,

beyond the basic literacy stage, and as an interrupted continuum. This revamped adult education system, as envisaged in the Saakshar Bharat Programme, should provide opportunities to meet the learning needs of any type including functional literacy, basic education, higher education, vocational education, physical and emotional development, arts, culture, sports and recreation. Such opportunities of learning should be for all adults, disadvantaged and advantaged, in the age group of 15 years and above who missed the opportunity of formal education as well as all adults who wish to learn outside the formal system of education. Adult Education should be seamlessly integrated with formal education system for horizontal and vertical migration by establishing equivalency frameworks to facilitate credit transfer among formal, non-formal and informal education.

II. Equity, Inclusion and Participation

Illiteracy is the biggest barrier to inclusion in socio-economic and political development processes. Barriers to participation in adult literacy and education on account of age, gender, ethnicity, language, region, etc., are the biggest hurdles for inclusion. Therefore, the strategies for inclusion should address removing the barriers to participation in adult literacy and education programmes. Belem Framework considers inclusive education as "fundamental to the achievement of human, social and economic development", and for social harmony and dignity in life. It is firm that "there can be no exclusion arising from age, gender, ethnicity, migrant status, language, religion, disability, rurality, sexual identity or orientation, poverty, displacement or imprisonment" (UNESCO, 2009: 5).

In Belem Framework's view, "of particular importance", are measures like: (a) Promoting and facilitating more equitable access to, and participation in, adult learning and education by enhancing a culture of learning and by eliminating barriers to participation; (b) Combating the cumulative effects of multiple disadvantage, particularly to the groups in early adulthood; (c) Creating multi-purpose community learning spaces and centres and improving access to, and participation in, the full range of adult learning and education programmes for women; (d) Supporting the development of writing and literacy in the various indigenous languages by developing relevant programmes,

methods and materials that recognize and value the indigenous cultures, knowledge and methodologies, while adequately developing the teaching of the second language of wider communication; (e) Supporting financially a systematic focus on disadvantaged groups (e.g.. indigenous peoples, migrants, people with special needs and those living in rural areas) in all educational programmes that could be provided free of charge or subsidized by our governments; and (f) providing adult education in prison at all appropriate levels; and so on (UNESCO,2009: 5).

In respect of inclusion, the approach of LIFE is that of a staunch advocate. It says that: "LIFE specifically aims to contribute to the empowerment of women, out-of-school girls and their families, especially in rural areas, and of those with insufficient or no literacy skills – often the poorest and most marginalized members of society." This is because, "their empowerment in turn can have a positive impact on the quality of the lives of their families, poverty reduction, socio-economic development, and school enrolment of their children." Therefore, it says that "taking into account the principles put forward by the Delors Commission, LIFE will promote literacy throughout life so that women and men can engage in 'learning to be', 'learning to live together', 'learning to do' and 'learning to know'" (UNESCO, 2006, 18).

Indian Scenario

The focus of the National Literacy Mission on the inclusive dimension was always unmistakable, with nearly two-thirds of target group as well as actual participants being women. The trend was also unmistakable with SCs, STs and rural areas. In the Saakshar Bharat Programme, 85% of the target group fixed for the plan of 70 million coverage was women and nearly the same for SCs, STs, and Muslim minorities. Saakshar Bharat Programme is primarily a rural centric programme. The environment building campaign in Saakshar Bharat is specifically directed towards removing mindsets or ill perceived notions about literacy and removing socio cultural barriers to participation. Gender perspective is an over-arching guiding principle in every aspect of Saakshar Bharat Programme. Literacy programmes in India are strong on using indigenous languages for imparting literacy. Indigenous cultures, knowledge and methodologies are used in the Teaching-Learning

methods and processes as well as for environment building and social mobilization.

Measures for Inclusion

In view of the Belem Framework's recommendations, the measures suggested included: creation of appropriate infrastructure to enhance the culture of learning and education by eliminating barriers to participation of the excluded group like women, SCs, STs, minorities in rural areas and urban slums through awareness, mobilization, environment building and well-designed and targeted guidance, information and motivation. Other measurers on this theme could include:

- Setting up of well equipped multi-purpose Adult Education Centres (AECs)
- The need of curricular relevance to the life context of the learners in respect of economic condition, work situation, and geographical location; and
- In order to improve the access to the programme, the barriers like socio-economic discrimination, patriarchal values in the society are to be kept in mind and initiatives taken to develop need based curriculum, engaging women facilitators, fixing suitable timing for conducting literacy/AE Centre, arranging crèches and mobile literacy centre;
- Thematic packages, not just literacy Primers, should be developed to enable women to practice and apply their literacy skills.
- Persons with a proven record and experience of working on issues of gender, caste, disability, and conflict areas should have a say in decision-making;
- Instructors and Preraks should be especially chosen for their sensitivity to issues of gender, caste equality, and their commitment to Constitutional values of democracy and secularism; and
- Gender should be introduced as a core area in all trainings (NIRANTAR, 2011, Anita Dighe, 2011).

III. Total Quality Management

Total Quality Management relates to the plethora of aspects which deeply impinge upon quality of delivery of the programme and learning outcomes of the participants. The Belem Framework firmly holds the view that fostering a culture of quality in adult learning requires relevant content and modes of delivery, learner-centred needs assessment, acquisition of multiple

competencies and knowledge, professionalization of educators, enrichment of learning environments and empowerment of individuals and communities. To this end, it commits to: Developing quality criteria for curricula, learning materials and teaching methodologies in adult education programmes, taking account of outcomes and impact measures; Recognizing the diversity and plurality of providers; Improving training, capacity-building, employment conditions and the professionalization of adult educators; Elaborating criteria to assess learning outcomes of adults at various levels; Putting in place precise quality indicators; and Lending greater support to systematic inter-disciplinary research in adult learning and education, complemented by knowledge management systems for collection, analysis and dissemination of data and good practices (Jagmohan Singh Raju, 2011[2]; UNESCO, 2009: 6). In the LIFE document, there are no explicit programme or strategy components directly linked to quality improvement.

Situation in Indian Context and Emerging Perspectives

The emerging perspectives related to the measures contained in the Report of National Curriculum Framework for Adult Education, such as: (i) Core Curriculum Framework for Adult Education should have a core content covering national values as well as locally relevant issues; (ii) The national values to include scientific temper, communal harmony, gender parity, national integration. It would imply specific focus on the values of India's socio-cultural, ethnic diversity and the need to reflect them in curricular contents, Teaching-Learning processes and living by these values; and (iii) Issues relating to local context would also get equal reflection in the content and curriculum (NCFAE, 2011: 22-23). The NCFAE also stressed that, in order to foster a culture of quality in literacy, there is need to have: Learning environments where learners can express their demands and preferences; Teaching–Learning Materials and methodologies in consonance with learner's needs and practices; Improved training and capacity-building opportunities for adult educators within the philosophical framework of lifelong learning; and Improved employment conditions and professionalization of adult educators.

Other catalysts of improved quality stressed and endorsed by NCFAE

included (1) the use of new Learning Technologies, especially ICTs, and in particular: (i) Increased use of ICT for literacy; (ii) ICT aided teaching learning; (iii) ICT aided capacity building; (iv) ICT enabled Management Information System (MIS); and (v) Computer literacy; (2) learner-centred needs assessment; content relevance to learner's needs; and its efficient delivery; acquisition of sustainable competencies and knowledge that enables learner to meet better the challenges of environment and competencies of educators and learner assessment. (3) Development of quality curricula, learning materials and teaching methodologies in adult and lifelong education programmes is of foremost importance, and felt that this will be feasible only through active engagement of universities, industry, line departments, industry and other expert agencies. Teaching learning materials and processes must reflect the socio-cultural and ethnic diversity of learners besides creating learning environments where learners can express their demands and preferences. The Workshop recommended that to attract talent in adult education, as a trigger of quality, Literacy Educators ought to be paid at par with educators in the formal education system. Even voluntary teachers should be given financial incentives on performance basis.

IV. Programme Design and Delivery

Design and delivery dimensions deal with the arrangements envisaged for implementation of adult education programmes, such as, institutional set-ups as well as organizational and management structures and implementation modalities designed, capacity building and professionalisation of personnel directly involved in implementation as well as the orientation and sensitization of other stakeholders whose cooperation is necessary for its success, are also part of design and delivery parameters.

The Belem Framework does not deal separately with programme design and delivery dimensions, especially in respect of institutional and organizational infrastructures for implementation of adult education programmes. The reasons are not far to seek. Unlike LIFE, which is global strategic framework for implementation of literacy efforts, Belem Framework is a diagnosis of adult

education initiatives in the world, and deals with all aspects in totality, including policy, funding, planning and implementation of adult education programmes, learner needs resonance of its contents and local context resonance of implementation modalities, etc.

The different aspects of its diagnosis that informed the design and delivery architecture included: (a) Recognition and accreditation of non-formal, informal and experiential learning; (b) Advocacy efforts across a number of fronts and strong inter-ministerial cooperation, organizational structures and links between adult education and other sectors;(c) Establishing adequate financial planning to enable adult education to make a telling contribution of the future; (d) Matching decentralization with adequate financial allocation or delegation of budgetary authority; (e) Adult education programmes being responsive to the needs of women, SCs, STs and minorities, rural population and migrants; (f) Diversity of learners by age, gender, cultural background, economic status, unique needs and language and its reflection in programme content and practices; and (g) Professionalization and training opportunities for adult educators, and so on.

Since it is a strategic framework to assist national literacy efforts, LIFE lays particular stress on programme design and delivery dimensions. These include: (a) Providing governments with technical support for the design and development of context-specific programmes, with delivery mechanisms that are locally relevant, geared to the empowerment of learners and focusing on gender parity and poverty reduction; and (b) Strengthening existing national institutions and operational infrastructures, which are responsible for the design and delivery of literacy programmes (government, NGOs and other providers), in order to implement LIFE through effective management of resources – human, financial and material. Staff and structures should have the capacity to facilitate inclusion of the most marginalized groups (Jagmohan Singh Raju, 2011[1]; UNESCO, 2006: 28).

LIFE also stressed the need to: (i) address the deficit of qualified personnel through training of trainers, literacy facilitators and supervisors, undertaking these programmes through learner-centred, learning-by-doing, participatory techniques and the adaptation of regional resources and training packages, exchange of experiences and networking, (ii) putting in place delivery

mechanism that is locally relevant, geared to the empowerment of learners and focusing on gender parity and poverty reduction, (iii) strengthening of existing national institutions and operational infrastructures, which are responsible for the design and delivery of literacy programmes, (iv) ensuring that staff and structures should have the capacity to facilitate inclusion of the most marginalized groups and (v) engaging the private sector in facilitating literacy training for their workforce.

Emerging Perspectives

The design and delivery dimensions recommended represent the handmaid of strategic shift from literacy to lifelong education articulated in the NCFAE Report and endorsed in the Workshop: (a) The instrumentality to translate the new perspective of adult and continuing education in the lifelong learning perspective, would have a nodal agency at national level, viz., National Authority on Adult Education in place of the present NLMA, as a permanent body with its state level counterparts; (b) A dedicated administrative cadre for adult education at state, district and Block levels; (c) The institutional set ups in the form of Adult Education Centres, which are multi-utility – extension – centres; (d) AECs at Block and District levels for higher levels of adult education; (e) The State Directorate of Adult Education (SDAE), as administrative head of the hierarchy of adult education administrative set-up and cadre, with District and Block level offices and cadres for delivery of adult education programmes; (f) The institutional set up for academic and techno-pedagogic support system for adult education at State level, viz., the SRCs would need to undergo a complete overhaul with respect to new vision of adult education in lifelong learning perspective; (g) Professionalization of AE Cadre: The Adult Education Teachers – the Preraks - are first level information providers to all line Depts. and facilitators of multi-utility programmes of AECs. By their systematic and intensive training, they are also expected to be the foot soldiers of adult education and vanguards of NLMA's larger social objectives; (h) The inter-sectoral character of adult education envisaged should also entail systematic and concerted sensitization of line Department functionaries; and (i) Same is the case w.r.t. decentralization, viz., sensitization and capacity building of the Panchayati

Raj Institutions, Education Departments, the ZSS functionaries, besides the personnel in State Directorate of Adult Education.

V. Policy

Policy, backed up with enabling legislative provisions, is the mother of an enduring adult education system. On the wings of a strong policy back up, it is possible to mount a strong and well-articulated system of adult education. Policies in adult education relate to priority in national development pronouncements and plans of adult education system, i.r.o. its various components such as levels, curriculum framework, contents-learner needs resonance, pedagogy, assessment, equivalence, etc. It also relates to the governance system and role of different agencies as well as allocation of adequate resources.

The Belem Framework locates policy as the most critical measure for adult education beyond the definitional issue. It is convinced that, "policies and legislative measures for adult education need to be comprehensive, inclusive and integrated within a lifelong and life-wide learning perspective, based on sector-wide and inter-sectoral approaches, covering and linking all components of learning and education" (UNESCO, 2009: 3). In particular, it recommends: (i) Developing and implementing fully-costed policies, well-targeted plans and legislations for addressing adult literacy, education for young people and adults, and lifelong learning; (ii) Designing specific and concrete action plans for adult learning and education which are integrated into MDG, EFA and UNLD, as well as other national and regional development plans; (iii) Establishing appropriate coordination mechanisms, such as monitoring committees involving all stakeholders active in adult learning and education; and (iv) Developing or improving structures and mechanisms for the recognition, validation and accreditation of all forms of learning by establishing equivalency frameworks (UNESCO, 2009).

The LIFE document lays emphasis on: Cross-sectoral policy basis at the national level for designing literacy policies and strategies; Fostering human rights and empowerment of learners; Enhancing synergies between formal and non-formal education and promote continuing education opportunities for optimizing access to and retention and use of literacy skills; and Decentralized

system of governance to deliver more relevant and context-sensitive literacy programmes (Jagmohan Singh Raju, 2011[1]).

Policy on Adult Education India

Policy documents on education do emphasize on adult education, as seen in the case of Education Commission Report (1964-66) and NPE, 1986 and 1992 (Revised). But these policy emphasis has no legislative backing, as in the case of the formal education system, by Central or State legislatures. The National Workshop noted for example: India has a well articulated policy on education (e.g. NPE, 1986). However, the policy does not reflect adequately on adult literacy, adult education and lifelong education as envisaged at international levels; there is no legislation on adult education in India, and adult literacy and education plans are not well integrated into MDGs and UNLD, India's action plans for adult learning and education are integrated into its EFA goals.

There is, therefore, a need for clear policy for adult learning and education as part of overall policy for education. The concept of Right to Education needs to be extended to adult education as well. Adult learning and education needs to be recognized as an important contributor to human resource development. Size of the problem of adult illiteracy and lack of awareness in India needs special attention as part of development plans of the country. Adult learning and education in India needs to lay emphasis on gender social and regional equity as well as the marginalized groups. There is a felt need for enacting comprehensive legislation to formally recognize forms of education other than formal and for the recognition, validation and accreditation of learning obtained through adult education. Several countries have already enacted such laws. For example, Thailand's Education Act 1999 institutionalizes credit transfer among formal, non-formal and informal education. To promote a systematic lifelong education, enabling legislative measures will be required to integrate formal, non-formal and informal learning, and Legislative measures would also be required to provide framework for establishing specific structures of lifelong education.

VI. Governance

Good governance is that which enjoys high credibility, transparency and accountability. This gets ensured where the involvement of all stakeholders in

the planning and implementation of the programme is ensured through their representation in the organizational-management structures and management of the programme. Sensitization and honing the capacities of different stakeholders w.r.t. their roles in the effective implementation of the programme is equally essential.

With respect to Governance, the Belem Framework stated that: Good governance facilitates the implementation of adult learning and education policy in ways which are effective, transparent, accountable and equitable. And, for this, it held that representation in the organizational-management bodies and participation of all stakeholders is indispensable in order to guarantee responsiveness to the needs of all learners, in particular the most disadvantaged (Jagmohan Singh Raju, 2011[2]; UNESCO, 2009: 3).

Therefore, the Belem Framework laid emphasis on: (i) Creating and maintaining mechanisms for the involvement of public authorities at all administrative levels, civil society organizations, social partners, the private sector, community and adult learners' and educators' organizations in the development, implementation and evaluation of adult learning and education policies and programmes; (ii) Undertaking capacity-building measures to support the constructive and informed involvement of civil society organizations, community and adult learners' organizations in policy and programme development, implementation and evaluation; (iii) promoting inter-sectoral and inter-ministerial cooperation; and (iv) fostering transnational cooperation through projects and networks for sharing know-how and innovative practice (UNESCO, 2009: 4).

The LIFE document does not insist on a given pattern of governance-related design and mechanism for implementation of literacy. It seeks to subsume governance-related aspects in the Convergence and Partnership-related dimensions.

Governance in Adult Education: Indian Situation

In line with the principle of decentralization, diversity and plurality of providers is recognized for implementing Saakshar Bharat Programme, such as the PRI system, district administration (Zilla Sakshata Samiti), headed by the District Collector, Education Department, etc. Under the Saakshar Bharat

Programme there is: A clear cut strategy for institutionalization and decentralization involving the local se!f government bodies (PRI system); Organization and management structures, from national to grassroots level covering all administrative levels, viz., State, district, Block and the Gram Panchayat; Stipulation for representation of civil society organizations and the NGOs in implementation of adult learning and education programmes; and Mandatory provision for inter-sectoral representation and cooperation in the organizational and management structures (Lok Shiksha Samitis), at SLMA, District, Block and GP levels.

There is increasing realization that the efficacy of governance design, management structures and system in operation should be manifest and result in (i) high credibility and integrity of the entire adult education system and ensuring transparency, relevance and value; (ii) a highly effective MIS; and (iii) extensive measures to build capacity of all agencies engaged in promotion of adult education in partnership with expert agencies. Thus, as advocated in the NCFAE Report, as also in the National Workshop, there is a need for: (i) Putting in place a dedicated adult education management structures with its own personnel at national, state, district, Block and GP levels as the backbone of adult education system; and (ii) Inter-ministerial/departmental representation in policy bodies of NLMA, SLMA, district and lower levels for their involvement in the design and supervision in implementation of adult education programmes (NCFAE, 2011).

Under the Saakshar Bharat Programme, there is a clear cut strategy for institutionalization and decentralization involving the PRI system. The Workshop was also firmly of the view that this is the future and there is no rolling back of the institutionalization of PRI's involvement as a catalyst for community involvement in literacy and adult education programmes.

VII. Convergence and Partnerships

Adult education, especially in countries with enormous literacy challenge, cannot simply be a government programme; it has to be a national and societal enterprise and engagement. It is even more so given the cross cutting nature of adult education, which is "as wide as life itself", as the celebrated Education Commission Report (1964-66) said. Unless the different ministries/departments and their agencies join together, it cannot assume that

mammoth scale. Convergence and partnership within and outside government, the private sector and NGOs and CBOs is not a luxury, but a necessity. This is true across the globe.

Based on strong evidence, the Belem Framework stated that: (i) Adult learning flourishes when states implement decisive initiatives in adult learning and education in alliance with key civil society institutions, the corporate sector and workers' associations; (ii) Public-private partnerships are gaining currency, and South-South and triangular cooperation are yielding tangible results in forging a new form of adult learning for sustainable development, peace and democracy; (iii) Regional and supranational bodies and agencies play crucial and transformative roles, influencing and complementing the initiatives (Jagmohan Singh Raju, 2011[1] & [2]; UNESCO, 2009: 10); and (iv) For a meaningful international cooperation, it is aimed to set up a Centre for Policy Research and Training in Adult Education to promote adult education in E-9 and SAARC countries.

The Belem Framework did perceive that forging partnerships for adult learning and education as one of critical "challenges for adult learning", especially in: promoting and supporting inter-sectoral and inter-ministerial cooperation; and fostering translational cooperation through projects and networks for sharing experiences and innovations.

Based on the experience of literacy initiatives in the 35 countries, the LIFE document suggested that: (a) Proactive partnerships need to be built through networking for planning and implementing literacy-related activities through consultations and dialogue; (b) The critical factor in the success of literacy and adult education initiative is the cooperation of the partnering agencies. Their commitment for national literacy policy, legislation and resources mobilization is critical for the success of the programme; (c) The partners will include: Agencies within the delivery system including government and private and NGO-providers; civil society and NGOs, including youth and women's organization and trade unions; the private sector; the media, including newspapers and educational publishers; Universities, research institutes and institutions for teacher training; Teachers, facilitators, and other extension workers whose function cover literacy provision; Learners and their communities; (d) To promote synergies among partners, a multi-level advocacy

and communication strategy needs to be put in place, consisting of a two-pronged approach: one, for convincing major players in the area of education and development of the urgent need to address literacy; and the other, to involve the media, with the aim of reaching the general public; (e) Sensitize national partners to the importance of integrating literacy into their programmes of work; (f) Identify non-traditional partners and promote innovative and creative actions focusing on literacy; and (g) Lobby decision-makers for greater investments in literacy ((Jagmohan Singh Raju, 2011[1] & [2]; UNESCO, 2006: 23-25).

India's Situation in Partnership: Recommendations of Workshop

India is an ardent signatory to international commitments on EFA Goals and is keenly interested in forging international cooperation with international bodies engaged in adult education, both to share and learn from other countries' experience.

The Workshop shared the experience of exploring collaboration through: Public-Private Partnership; NGOs; Public-public Partnership; and International partnership. It was revealed that, forging purposeful Public-Private Partnerships in the fields of capacity building, TLMs development, use of ICT, resource generation, environment building and setting up model AECs, Basic Literacy, Equivalency, Skill Development and CE programmes could all be important areas.

The experience shared illustrates a feasible scenario of joint efforts, either in entirely shouldering the programme and sharing its activities, of different government organizations – Ministries/Departments, their constituent agencies and institutions – as varied as NHPC, Border Roads Organization, PWD, Health, Agriculture, Horticulture, Animal Husbandry, Rural Development, ICDS, etc. The collaboration can be in various ways, as for example: (a) Identification of learners within their departments and also within the areas of their jurisdiction, and identifying Volunteer Teachers (VTs) to teach them. The VTs could be from their own employees. (b) Self-Help Groups (SHGs) present another huge platform to undertake the literacy initiative, to cover their own non-literate members. SHGs present a ready target because they are already organized and does not need a separate motivation drive. The VTs could be from among the SHGs itself. (c) The financial institutions dealing with the

SHGs like banks, etc. can also facilitate their literacy initiative. (d) Literacy through students by involving teachers and students of Secondary and Senior Secondary Schools. (e) Collaboration for imparting literacy would be grossly inadequate both to the plethora of agencies with expertise and also with people whose learning needs go beyond basic literacy and relate to vocational training, continuing education, life skills, etc (O.P. Bhuraita, 2011).

Therefore, the Workshop endorsed the idea that livelihood and income generation, individual interest programmes etc., could be networked with different departments and their related agencies and institutions for information sharing, extending training opportunities, and trainers. Also, occupational areas for extending vocational and life skills training could be as wide as life, depending on the institutions and agencies which could be approached.

In the life context of non-literates, given their pervasive deprivation, literacy per se has no appeal and immediate and tangible utility. Linking literacy with such aspects that are vital to their existence and wellbeing makes it more relevant and creates appeal for their participation. Literacy's connection with agriculture is one such critical area. The Workshop recognized that functional linkages between literacy and agriculture constitutes a symbiotic relationship, mutually reinforcing, and recommended that in order to facilitate this connection, there needs to be conceptual and functional linkages between the policy bodies of NLMA and Department of Agriculture and Cooperation from national to Block and Gram Panchayat levels and corresponding guidelines about enduring programmatic interface between education and agricultural extension(A. Mathew, 2011). The Workshop also underlined that cross-sectoral collaboration with institutions of research and training at every level needs to become a mandate, backed up by policy and legislation.

VIII. Financing

Unlike formal education which has a long gestation period, returns to investment in adult education can be quick, as it deals with adults who are already productively engaged. Worldwide, it is recognized that adult education represents a valuable social investment which brings quick social, economic and political benefits, and therefore, merits significant increases in investment.

The Belem Framework is most perceptive in its observations that "adult learning and education represent a valuable investment" which "brings social benefits by creating more democratic, peaceful, inclusive, productive, healthy and sustainable societies." It felt that "significant financial investment is essential to ensure the quality provision of adult learning and education" (UNESCO, 2009: 4). Therefore, it recommended: (a) Investment of at least 6% of GNP in education, and working towards increased investment in adult learning and education. (b) Expanding existing educational resources and budgets across all government departments to meet the objectives of an integrated adult learning and education strategy. (c) Creating incentives to promote new sources of funding, e.g. from the private sector, NGOs, communities and individuals, without prejudicing the principles of equity and inclusion. (d) Prioritizing investment in lifelong learning for women, rural populations and people with disabilities (UNESCO, 2009).

Since LIFE is a strategy framework to support national efforts for literacy and adult education, in respect of funding, it says that it will rely "principally on domestic resources, both public and private". However, in respect of the countries with weak economic potential, it feels the need for external support, and dwells on the strategies of mobilizing resources from bilateral and multilateral donor agencies. But, in respect of funding from domestic resources, its recommendations about mobilizing it from private resources are relevant viz., linking up with large enterprises with a proven record of 'good governance' who do financially supporting LIFE ((Jagmohan Singh Raju, 2011[1]; UNESCO, 2006: 35).

These partnerships have the potential to go beyond mere supply of funds. Transfer of expertise through attachment programmes, for example, may prove equally valuable. Publishing firms and enterprises in the ICT sector can assist countries directly in the development of materials and support an advocacy and communication strategy. Companies promoting household or pharmaceutical products might share expertise in appropriate health care and hygiene UNESCO, 2006: 36).

Funding Adult Education: Indian Situation

India aims to raise its investment on education to 6% of GNP as recommended by Education Commission, 1964-66 (NCERT, 1971: 893).

Provision for adult learning and education, which was quite low in the earlier plans received priority in the XI Five Year Plan by providing Rs. 6000 crores for adult education. Provision for adult learning and education by other government departments in their own budget is not much. Efforts are being made for public-public and public-private partnerships in implementation of the programme. Saaksharta Kosh is being set-up to receive contributions for adult learning and education from private sector, NGOs, community and individuals.

The National Workshop pointed that expenditure on adult education is justified as education is public and merit good, and as investment in human capital and human development. Besides being a minimum need in itself, it helps in fulfillment of other basic needs. The Right to Education now hopes to extend up to secondary level. Returns to investment in adult education can be quick, by increase in agricultural productivity, curbing population growth, improvement in health and sanitation consciousness and practice, etc.

The celebrated educationist, J.P. Naik, pointed out: "We also believe that any investment in adult education, especially of the non-literate poor, will yield quick results in terms of socio-economic progress and will be extremely rewarding in proportion to its quantum" (Razia Patel, 2011). Against this backdrop, it would be natural to expect adequate share of allocation for education being diverted to adult education in India. However, the expenditure on adult education vis-à-vis education hovered around 3% in different Five Year Plans. Most states spend less than 1% of their total education budget on adult education (Jhandhyala Tilak, 2011). Therefore, the Workshop was unanimous in recommending: the need for adequate fund allocation for adult education needs to be backed up by recognition of the importance of adult education and the need for sound policies, long and medium term plans and effective schemes. The need for increased allocation for adult education within the education budget to be positioned and backed-up by policy measures rather than merely as budget estimate exercise.

IX. Monitoring and Evaluation

What is a stethoscope to a doctor is monitoring for adult education programme to the programme manager, which reflects the health of the

programme and its bottlenecks. The systems of information and data bases and its reliability alone can reveal its health and bottlenecks so as to introduce concurrent correctives. Evaluation looks at the learning as well as larger outcomes and impacts of the programme.

In respect of Monitoring and Evaluation (M&E) of adult learning and education programmes, the Belém Framework, acknowledged the need for valid and reliable quantitative and qualitative data to inform policy-making in adult learning and education, and resolved to adopt measures to: (a) Develop a set of comparable indicators for literacy as a continuum and for adult education; (b) Regularly collect and analyze data and information on participation and learning progress in adult education programmes, disaggregated by gender and other factors, to evaluate change over time and to share good practice; (c) Elaborating the criteria to assess the learning outcomes of adults at various levels; (d) Produce a national progress report for CONFINTEA VI Mid-Term Review, coinciding with the EFA and MDG timeline of 2015; (e) Support South-South cooperation in the areas of adult literacy, adult education and lifelong learning; and (f) Monitor collaboration in adult education across disciplines and across sectors such as agriculture, health and employment (Jagmohan Singh Raju, 2011[2]); UNESCO, 2009: 6). The Belem Framework also called upon UNESCO and its structures to undertake certain monitoring and evaluation and other tasks at the international levels.

LIFE recognizes that its effectiveness will be assessed by the outcomes, including the learning outcomes and impacts, at the country level, and holds that effective monitoring and evaluation in each country and timely incorporation of lessons learnt will be critical for its success. It proposes that: (a) Viable systems to monitor and evaluate LIFE progress will be set up both at national and international levels. (b) Evaluation will be based upon a set of objectively verifiable indicators and sources. M&E will be conducted throughout the LIFE in-country implementation (including lower level, e.g. at district and programme level), annually, during mid-way, and at the end of the programme. (c) LIFE will assist countries in monitoring and evaluating the performance of their programmes through technical support and in tracking the progress and evaluating the impacts of countries' literacy programmes and activities. (d) LIFE aims to enhance the general monitoring and evaluation culture for literacy in each country, by building

of operational monitoring information systems to inform policies and enhance the performance and effectiveness of literacy programmes. (e) It would be a three-pronged approach: the development of reliable methods for assessing literacy; establishment of management information systems for literacy; and Sample longitudinal studies on completed learners to assess the impact of literacy. (g) Evaluation of LIFE at the international level by UNESCO and its structures (UNESCO, 2006: 37-38).

M&E in Adult Education in India: Emerging Perspectives

Monitoring and Evaluation are two sides of the same coin, and evaluation uses the monitoring information. In earlier evaluations, importance was given to quantitative aspects rather than qualitative ones, and in evaluation of learning outcomes, the focus used to be on the literacy proficiency rather than qualitative dimensions of improvement, empowerment, self-confidence, self-esteem, etc (S. Nayanatara, 2011). Even in the literacy assessment, it is now being emphasized that it should be non-incursive, promoting courage and boosting self-confidence (S.S. Jena, 2011). There should be complete freedom to learners in choosing pace, place and time as per their convenience, and assessment results should be shared with the learners and other stakeholders.

The literacy proficiency under Saakshar Bharat Programme is assessed through periodical Literacy Assessment Tests, organized by the SLMAs and Lok Shiksha Samitis at District, Block and GP levels, which is jointly certified by NIOS and NLMA. Those who attended the earlier literacy programmes as well as the school dropouts could also take this Literacy Assessment Test, the details of which are available in the NIOS website (Gautam Bose, 2011).

With respect to M&E of adult learning and education programmes, there is the unmistakable approach in the Saakshar Bharat Programme that monitoring is important for improving programme implementation. The current system under the Saakshar Bharat Programme is the web based planning and MIS. Its core features are the web based data bases at different levels. It has 24x7 accessibility of information, and it also affords regular data updation. The MIS relates to physical and financial monitoring at all levels. It shows the physical and financial monitoring at all levels, the learning progress of each individual learner and the

performance monitoring of VTs and Preraks/Coordinators. The current MIS is on public domain which helps to disseminate information to citizens and stakeholders. The MIS also includes fund flow system which helps to keep track effective fund utilization, and also in accurate depiction of income and expenditure, which is the touchstone of integrity in expenditure. The MIS has details of the composition of Lok Shiksha Samitis at different levels as well as about Coordinators and Preraks, profiles of GPs and the household survey data.

Conclusion

This article has tried to analyze and compare some of the critical dimensions relating to adult literacy and education in India in relation to some international benchmarks and underpin the measures to make it on par with the international benchmarks. In respect of definition and scope, adult literacy and education programme should be seen as an uninterrupted continuum, encompassing basic literacy, equivalency, skill development and continuing education, open to all adults. Barriers to participation are not merely in access, but also in providing relevant curriculum, etc. Multi-pronged approach is needed to eliminate barriers on grounds of age, gender, ethnicity, language, religion, rurality, poverty, etc., and especially for women and girls. Those trusted with literacy and education of these groups should be specially sensitized about these requirements.

Quality in adult education relates to a plethora of aspects and activities like relevant content, and its delivery, intensive training and professionalization of adult educators and others delivering the programme. The suggestions put forth by the NCFAE Committee relate to all these and desirable to be adopted. The arrangements envisaged for implementing adult education programmes are commonly equated with design and delivery aspects such as institutional set ups, personnel, their capacity building, etc., and the strategies to ensure their adequacy and quality are at the core of effective implementation.

Policy for a well articulated system of adult education is the basis and life nerve of an enduring adult education edifice. Backed by legislation, it should spell out the learning levels, including recognition and certification of prior learning, the institutional set ups and delivery mechanisms as well as professionalization of those delivering adult education. Good governance ensures implementation of adult literacy and education in ways which are

effective, transparent and accountable. Representation of all stakeholders in the organizational and management structures and their involvement in the planning, implementation, review and monitoring are critical good governance variables. These are stressed in Saakshar Bharat Programme and further reiterated in the NCFAE Report.

Adult education is as wide as life itself, being essentially cross sectoral. Alliance with agencies across government, NGOs, CBOs and private sector is demonstrated as the most effective and successful way of implementing adult education. Benefits of adult education to the nation and the individuals could be quick and direct and enhancing investments/allocations to adult education is of critical importance. Monitoring and evaluation reveals the health of the programme as well as its bottlenecks for correctives. The M&E system for adult education in India under the Saakshar Bharat Programme is rated to be a state-of-the-art model and is an ideal to follow. In sum, this exercise of analyzing adult education in India in relation to the international benchmarks indicated many desirable directions to move ahead.

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Policy and Programmes of Lifelong Learning in India: A Brief Overview

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India has a rich and long tradition of learning throughout life. In fact, the philosophy of Lifelong Learning is embedded in the Indian society, culture and education. Its importance is reiterated in several educational policy documents and discourses. While globally it is viewed as a key organizing principle for education and training systems and several developed countries have formulated Lifelong Learning policies, in India the concept has neither been seriously discussed nor specific policy framework developed. It is used as an umbrella term to cover basic literacy, post literacy, continuing education and extension programmes of different governmental and non-governmental organizations, universities, refresher courses of professional bodies, short term courses of private institutions and business houses. Although a range of Lifelong Learning programmes aimed at imparting skills for improving economic competitiveness are offered by different agencies in the country, they are not designated as Lifelong Learning programmes but simply as training programmes or continuing education courses. Hardly any attempt has been made to work out the guidelines for assessing prior learning or transfer of credits. The main thrust of India's Lifelong Learning programmes continue to focus on adult literacy and continuing education mainly due to the   massive number of non literates and neo literates in the country. It is only in 2007 that the Government of India put forward the idea of expanding the scope of the Continuing Education Programme by developing it as Lifelong Education and Awareness Programme (LEAP).This may be partly influenced by the global discourse on Lifelong Learning and partly due to the socio economic changes taking place in the country.

What type of programmes are designed and implemented by different

organizations in the country? What are their thrust, quality and coverage? Several researches and evaluation studies have shown that the extent of coverage and impact of these programmes have been extremely limited. Why has it been so? Is it due to the dearth of resources? Or is it due to the limited professional expertise in designing relevant programmes catering to different sections of society? This paper attempts to answer these questions mainly based on the study of policy documents, programme reports of different implementation agencies, observation of select programmes and interviews with programme managers and community members and argue the need for allocating adequate resources, strengthening the professional capability of programme managers and developing an effective strategy of networking different organizations with a view to optimizing the utilization of resources, avoiding duplication of programmes and sharing of experiences.

Socio Economic Context of Lifelong Learning

India is the second most populous country in the world with a population of 1028 million (Census Report, 2001). According to the Human Development Report (2007), India ranks 128 out of 177 countries. In spite of having the third largest education system in the world with 348 universities and 17625 colleges (Thorat, 2007) and the increase in literacy rates from 52.11% to 64.84% during the decade 1991-2001, there is a massive backlog of 304.11 million non literates in the country which comprises of nearly 30% of global non literates. (National Literacy Mission, 2005, Premchand, 2007). Besides it is estimated that there are 110 million neo literates in the country (Planning Commission, 2007). The Gross Enrolment Ratio in higher education is only 10%. The demographic data shows that 68.9% of Indian population is below the age of 35 (Census Report, 2001).Mainly because of these factors, the focus of India's Lifelong Learning programme Continues to be on adult basic literacy and continuing education for the younger age group. The Republic of India has 28 States and 7 Union Territories with different languages and levels of development. Although 40 % of the Indian population speak Hindi -the national language; the rest follows twenty two different official languages and 1652 mother tongues (Malayala Manorama Year book,2007).Hence the task of providing learning opportunities to millions of Indians becomes very challenging given the multi - lingual,

multi -ethnic and multi- religious character of Indian society .

The role and importance of Lifelong Learning in India have increased in recent times due to several socio economic factors. The growth of Indian economy at an average rate of 9.2% per annum during 2006-7 (Economic Survey 2006-7), tremendous expansion of Information Communication Technology and the rapid globalization seems to have encouraged multinationals to set up their offices in India .More than 180 of the 500 top multinationals outsource their IT needs to Indian companies (The Hindu, August 29,2007).While new jobs are being created specially in the Service Sector which contributes to 68.6%% of the GDP, (Economic Survey, 2006-7) the changes in the job skills demand that the workforce keeps on learning and updating their skills to be globally competitive.

The country's economic performance depends critically on access to and the adoption of new technology and improving the skills of the labor force. It has been observed that the majority of informal workers learn their skills on the job, something that is common to both the formal and informal sectors (Chouksey, Mehrotra & Palanivel, 2006).Though, informal apprenticeship might provide basic skills, it may not familiarize the workers with new technologies or managerial skills. Constraints of both time and money often prevent workers in the formal and informal sectors from acquiring further training, even when such facilities exist. In the manufacturing sector, indigenous forms of training may be sufficient for adapting technology to simple production and labor-intensive activity, but that does not necessarily mean more efficient production or market competitiveness (ILO, 2002). Modern technicial training probably needs to complement, rather than replace indigenous work techniques. This can be effectively done not only by creating more provisions for Lifelong Learning by the industries but also subsiding training of weaker sections of society.

In a technology driven knowledge based competitive economy; the landscape of learning is changing. Since 92.4% of India's workforce is in the unorganized sectors (National Sample Survey, 61st Round, 2004-5), they need regular upgrading of skills to compete in the globalize economy. Equipping the labor force with relevant skills implies the need for creating a variety of learning and training opportunities. This task becomes more challenging due to extreme

poverty. Although the percentage of population of extremely poor has dropped from 30.7%in 1993-94 to21.8% in 2004-5,the percentage of very poor has risen from 51.2% to 55% (811million to 836million) during the same period. In fact 77% of the population which survives with up to Rs.20 (twenty) per day is categorized as "poor vulnerable' (National Commission, 2007). How to provide a variety of learning opportunities to such a large percentage of poor in different languages in the background of liberalization, privatization and globalization of economy is one of the challenges facing the educational planners in India.

Historical Perspective on Lifelong Learning

The ancient Indian religious tradition and culture have accorded prime importance to acquisition of knowledge and upheld the virtues of learning and observes that transmission of learning gratis is one of the greatest virtues worth practicing. The sacred texts viz; Vedas, the Upanishads, Dharma Sutras, give glimpses of ancient society and importance accorded to acquisition of knowledge. The word, "veda" is derived from the root, 'vid', meaning, to know. As far as Hinduism is concerned, the scriptures are replete with references to Lifelong Learning. Words like swadjaj meaning self learning are abundant. One of the most important statements in the GITA is that learning is worthwhile; it liberates (Bordia, 2002). The Hindu temples in India were the centers of learning as they hold public lectures, religious sermons and philosophical debates. While several eminent leaders like Mahatma Gandhi, Gopal Krishna Gokhale, Rabindranath Tagore espoused the cause of education through their writings and speeches, the social reform societies viz; Brahmo Samaj, Arya Samaj, and Aligarh Movement did pioneering work by establishing educational institutions and libraries and creating literate environments (Shah, 1999). Besides, in several regions of India especially in the south there were strong library movements which promoted the culture of reading and learning among the masses. (Vrinda Devi, 2007& Pillai, 2002). Notwithstanding the varied provisions of Lifelong Learning, literacy remained as an important strand of educational discourse in India for it was considered to be pre requisite for most forms of learning and also the foundation for Lifelong Learning. The first major

Report on Adult Education (1939) observed that:

> *the function of Adult Education...cannot be confined to promotion and maintenance of literacy....Every encouragement must also be given to the adults fully literate so far as the 3R'S are concerned, who will feel the need to continue their education, whether their object is to improve their efficiency as workers or citizens or simply to increase their capacity for intellectual enjoyment and recreation... Suitably graded part time courses or classes should be held in the evening and taken up as a priority programme (Report of Adult Education Committee, 1939).*

> *Reiterating these recommendations, the subsequent Report of the Education Commission (1964-66) observed that:*

> *Education does not end with schooling but is a lifelong process. The adult need an understanding of the rapidly changing world and the growing complexities of society. Even those who had the most sophisticated education must continue to learn; the alternative is obsolescence...Thus viewed the function of Adult education in a democracy is to provide every adult citizen an opportunity for education of the type which he wishes and which he should have for his personal enrichment, professional advancement and effective participation in social and political life. (Report of Indian Education Commission, 1964).*

Notwithstanding these policy recommendations which recognized the importance of Lifelong Learning, there was hardly any effort to operationalise it as full-fledged programme. Although the importance of Lifelong Learning was never overlooked and the Policy Statement on National Adult Education Programme (1978) considered Continuing Education as an indispensable aspect of the strategy of human resource development and of the goal of creation of a learning society (National Adult Education Programme, 1978), there was practically no shift from the exclusive focus on adult literacy. Despite the changing concept of Adult Education from basic literacy , civic literacy , functional literacy and developmental literacy and various programmes undertaken during the second half of the twentieth century, the thrust of Adult Education programmes in India continued to be on eradication of illiteracy among adults.(See the following Table)

TABLE - 1

Changing Concept of Adult Education in India

Approaches	Cycles & periods	Key Concepts	Main Programmes
Traditional & Religious	First Cycle (1882-1947)	Basic Literacy	Night Schools, Social Reform Movements
Life-oriented	Second Cycle (1949-1966)	Civic Literacy	Social Education
Work-oriented	Third Cycle (1967-1977)	Functional Literacy	Farmers Education and Functional Literacy Programme, Shramik Vidyapeeths
Social change	Fourth Cycle (1978 till date)	Developmental Literacy	National Adult Education Programme, Mass Programme of Functional Literacy, Total Literacy Campaigns, Continuing Education.

Source: S.Y.Shah,1999. An Encyclopedia of Indian Adult Education, New Delhi: National Literacy Mission, Government of India.P-5

Current Scenario of Lifelong Learning

The present system of education which follows the National Policy on Education in India - 1986 (modified in 1992) considers Lifelong Education as the cherished goal of the educational process which presupposes universal literacy, provision of opportunities for youth, housewives, agricultural and industrial workers and professionals to continue the education of their choice at the pace suited to them. (Government of India,1986). It observes that the critical development issue is the continuous up gradation of skills so as to produce manpower resources of the kind and the number required by the society. It suggests that the future thrust will be in the direction of Open and Distance Learning. These policies were translated into practice, and a number of Lifelong Learning programmes were planned by governmental and non-governmental organizations and universities (Government of India,1992).However, it was the organization of two international conferences on Lifelong Learning in India and the formulation

of The Mumbai and Hyderabad Statements on Lifelong Learning in 1998 and 2002 which highlighted Lifelong Learning as a "guiding principle" and an "overarching vision" that seems to have publicized the concept. (Singh, 2002 &, Narang and Mauch,1998).The Hyderabad Statement on Lifelong Learning clarified the role of Lifelong Learning in creation of a learning society and learning community. It emphasized empowering people, expanding their capabilities and choices in life and enabling individuals and societies to cope with the new challenges of the 21st century. (Singh, 2002).Though the definition of Lifelong Learning includes 'all learning activity undertaken throughout life-whether in formal, non-formal and informal settings- with the aim of improving knowledge, skills and competence within personal ,civic ,social and for employment related perspective (Torres,2002), its focus in India continues to be primarily limited to learning acquired by those who are outside the formal system.

The discourse on Lifelong Learning in India continued to be dominated by adult literacy during 1980s and 19990s.The National Literacy Mission (1988) projected eradication of illiteracy as an important national mission and spelt out the different facets of the policy and the programme. According to this policy which emphasized functional literacy, the following components were included: achieving self reliance in numeracy, becoming aware of the causes of one's deprivation and moving towards amelioration of conditions through organization and participation in the process of development and acquiring skills to improve the economic status and general well being and imbibing the values of national integration, conservation of environment, women's equality, observance of small family norms (Government of India,1988) . The policy was operationalised through the Total Literacy Campaigns launched in 597 districts in the country during the period (1989-2000) which succeeded in imparting   literacy   to   120.35   million   of   non   literates (www.india.gov.in/sector/education -   accessed September 18,2007) and generating much awareness besides laying the foundation of a learning society (Karlekar,2000). The subsequent policy initiative on continuing education in India conceived learning as a continuum of basic literacy, post literacy and continuing education and envisaged its operation through the Continuing Education (CE) Programme. This programme was implemented through the Continuing Education Centers in different parts of the country since 1997

(National Literacy Mission,2000).Each CE Center was expected to cater to the diverse learning needs of a population of 2000-2500 with a view to sustain and further their skills acquired and also to create lifelong learning environment for the community. One important feature of the CE program is the integration of vocational skill training and quality of life improvement programme with post literacy activities. (National Literacy Mission, 2000). As on March 2007, there were 1,12,000 CE centers spread over 328 districts in the country (Jena,2007). The scope of the CE programme was further expanded in 2007, when they were designated as the Lifelong Education and Awareness Program Centers (Planning Commission, 2007).

In pursuance of the policy directives of the State, several Governmental and non Governmental organizations and universities planned a variety of Lifelong Learning programmes. However, the Universities were also guided by the policy directives framed by the University Grants Commission which conceived Extension as the Third Dimension of Higher Education and encouraged them to undertake community based extension activities, training programmes and offer short term continuing education programmes for the student and non student youth (University Grants Commission, 2005).With the beginning of the Eleventh Plan the UGC proposes to accord due priority to Lifelong Learning.

Role of Government Departments in Lifelong Learning

The Ministry of Human Resource Development of the Government of India plays key role in the promotion of lifelong learning programmes mainly through the National Literacy Mission (NLM). Apart from formulating policies on Lifelong Learning, NLM provides funds to several institutions like the Jan Shikshan Santhans, (Institute of Peoples Education), Zilla Sakharta Samities, (District Literacy Committees) and State Resource Centers to implement the programmes. As on March 2007, there were198 Jan Shikshan Sansthans and 328 Zilla Sakharta Samities which are offering a number of Lifelong Learning programmes through 1,12,000 Continuing Education Centers in the country.(National Literacy Mission ,2007)

During the field visits to several Continuing Education Centers located in

three districts viz;Iddukki ,Kasargode and Kadappa –all National Award winning districts for the excellence in implementation of CE programmes , it was observed that in all the CE centers visited, the following activities were going on: - Literacy Classes , Equivalency Programme (EP), Income Generating Programme (IGP), Quality of Life Improvement Programme (QLIP), and Individual Interest Promotion Programme (IIPP). In addition to these, some of the centers were serving as Information Centers, Janasevana Kendras (public service centers), Marketing Centers, Tuition Centre/Career Advance Centers and Training Centers (Shah, 2006). It was observed in all the three districts visited that the Equivalency Programme which aims at providing an alternative education programme equivalent to the formal education to neo-literates and school dropouts was highly sought after by the local community. Equivalency Classes are conducted for IV, VII and X standards and the learners appear in the examination conducted by the State Open Schools. It was reported that the Income Generating Programmes helped the participants acquire or upgrade vocational skills. The different skill programmes undertaken in the districts included—Vermi Culture, Mushroom cultivation, dressmaking, Artifacts, Umbrella making etc. While the QLIP is designed to enhance the well-being of the community and aims at equipping learners and the community with essential knowledge, attitudes, values, and skills to enable them to improve quality of life as individuals as well as members of community; the IIPPs aims at providing learning experience to promote and improve individual interests in social, cultural, spiritual areas of all adults, especially youth, women and the elderly people in rural areas. (National Literacy Mission, 2000). All these Programmes are conducted with the help of Resource Persons drawn from local institutions, especially Jan Shikshan Sansthans and Community Polytechnics in the Districts. Evaluations of CE programme conducted by different agencies bear testimony to their effectiveness in imparting relevant skill trainings and learning opportunities to the neoliterates besides creating a literate environment by setting up libraries (Evaluation Report 2006).

Jan Shikshan Santhans (JSSs)

These institutions funded by the National Literacy Mission and run by NGOs at district level aim at imparting short term skill training to neo-literates and

unemployed youth. It is estimated that 198 JSSs offer 255 different types of vocational courses which are generally of short duration -ranging from 3-4 days to 3-4 months (National Literacy Mission, 2003). Apart from offering programmes at their own premises, they provide academic support to the CE centers in imparting skill training. The evaluation reports of JSS show that most of them have been very effective in imparting vocational skills to the local community members who were able to start income generation activities after the training (Evaluation Report of JSS,2006; www.nlm.nic.in/jss accessed on 17 September, 2007).The regular publication of success stories of JSS in the monthly publication of the National Literacy Mission – NLM Newsletter, bears testimony to their effectiveness in imparting skill training to the community members.

Apart from the Ministry of Human Resource Development, several other Ministries have been providing an array of Lifelong Learning programmes through formal and non-formal channels in their respective fields. The Khadi Village Industries Commission, Department of Small Scale Industries and Development, Ministry of Tribal Welfare, Ministry of Rural Development, Ministry of Health & Family Welfare, Ministry of Social justice & Empowerment, Ministry of Tourism, Ministry of Industry, Ministry of Food Preservation and Ministry of Agriculture are some of the Ministries/Government Organizations, which are offering such facilities in India (Chouksey, 2006).

Training of Rural Youth for Self-Employment (TRYSEM)

The Ministry of Rural Development funds this programme originally started in 1978 and later brought under the Swarna Jayanti Gram Swarozgar Yojana (Golden Jubilee Village Self Employment Programme) of 1999.The programme aims at developing technical and entrepreneurial skills among rural youth from families below the poverty line with a view to enabling them to take up income-generating activities in the area of electrical work ,pump set repairing, tractor repairing, readymade garment making, carpentry etc. The target group is aged between 18 and 35. Training given under this scheme is based on the needs of the area, and is provided at the local Community Polytechnics, Extension Training Centers, Krishi Vigyan Kendras,(Agriculture Science Center) State

Institutes of Rural Development or institutions run by voluntary agencies. Training under this scheme is normally for six months, during which the trainees receive a stipend. However, evaluation of the programme have revealed that the training is generally not related to the capacity or aptitudes of the trainees and unrelated to the demand for a particular skill. (www.drd.nic.in/trysem & http:// planning commission.nic.in/reports - accessed on 3 October 2007)

Support to Training and Employment Programmes for Women (STEP)

The Ministry of Women and Child Development coordinates the programme with funding support from NORAD-(Norwegian Agency For International Development).The programme is operationalisd through the NGOs and aims at employment cum income-generation by providing training to women and school dropouts in selected nontraditional trades such as electronics, watch-manufacturing and assembly, printing and binding, handlooms, weaving and spinning, garment making, beauty culture, typing and shorthand. It is reported that the programme is well received by the women.

Condensed Courses of Education and Vocational Training Programmed for Women

The programme started by the Central Social Welfare Board in 1958 aims at providing second chance for schooling for needy women belonging to weaker sections of society. Two year condensed course is offered to women to prepare them for appearing for class tenth examination. Along with acquiring requisite qualification, women are helped to develop or upgrade skills in various trades so as to make them eligible for meeting the changing requirements of work. (Annual Report of 2003-4 in www.wed.nic.in/cswb accessed 6 October 2007).The continuation of this programme over the years shows its relevance to the needs of women.

Farmers Training

The Indian Council for Agricultural Research under the Ministry of Agriculture has so far established   492 Krishi Vigyan Centers (Agricultural

Science Centers) for training farmers to update their knowledge and skills in improved agricultural technology and training of extension workers. It has been reported that these centers were very beneficial for farmers.

Skill Training and Upgradation

The Ministry of Small Scale and Agro and Rural Industries provide a number of training programmes through Khadi And Village Industries Commission (KVIC) and National Small Industries Corporation (NSIC).The KVIC is a Statutory body established by the Parliament which provides training in 128 courses in nine broad areas: Khadi courses, forest and agro based industry, Hand paper and fiber industry, polymer and chemical based, general management; salesmanship; marketing management; entrepreneurship development; supervisory courses; accountancy; and refresher courses. The courses are run through 32 training institutes. (www.kvic.org.in accessed 3 October, 2007) .It has been reported that training provided under KVIC has not been much of a success. A study undertaken by the Institute of Applied Manpower Research (IAMR) in 1997, shows that apart from not being employment-oriented, the training does not appear to encourage self-employment among the rural youth. The study also observed that some of the courses are outdated and the quality of training is poor. The certificates awarded by the KVIC are not recognized by employers, other than the KVIC itself. The infra-structural support available in training centers is inadequate as most of them are not equipped with modern equipment. Furthermore, only a quarter of the existing teaching staff is suitably qualified to teach. Another striking observation brought out by the study is the complete absence of linkages between KVIC and other institutions such as the Department of Rural Development, small-scale industries and community polytechnics, which offer similar courses to rural youth. Besides, NSIC has been offering Skill Development Programme to train unskilled and semi skilled workers employed in the small-scale industrial units for upgrading their technical skills and knowledge. The duration of the programme is 3-6 months and cover the trades viz; Fitter, Mechanists, Welders, carpenters, electric motor winding etc (Chouksey,2006).All these programmes have been catering to the learning and training needs of those who are outside the formal system of education.

Lifelong Learning through Universities and Colleges

Academic Staff Colleges

Indian university system provides several avenues of Lifelong Learning programmes especially through the Academic Staff colleges, Institutes of Lifelong Learning and Departments of Adult Continuing Education and Extension. Beginning in 1987, currently there are 51 Academic staff colleges and 74 recognized Universities/Specialized institutions in the country which organize refresher courses for in service teachers in different academic disciplines and orientation courses for the new teachers. (Sharma J.P. & Tanushree Jain, 2006). According to an estimate 992 programmes were conducted during the period 1997-2005. Most of the programmes were of three weeks duration. An evaluation showed that the programmes were beneficial in terms of academic value, development of skills and management techniques, teaching contents and methodologies. (Pathania,Kulwant Singh, 2007).The University of Delhi has not only changed the name of the Academic College into an Institute of Lifelong Learning but also expanded the scope and coverage of programmes .(www.du.ac.in accessed 6 October, 2007)

Departments of Adult Continuing Education and Extension

According to a survey about 20% (62 out of 348) of Indian universities have been actively involved in Lifelong Learning programmes mainly through the Departments of Adult Continuing Education and Extension (Narang, 2005). These programmes may be classified into four types (1) Education Related: Literacy classes, non-formal education for dropout children ,equivalency programmes, continuing education (2) Employment Oriented: Dress making, Tie and Dye, bags and toy making, handicraft, beauty culture, food preservation, carpenting, plumbing, mushroom cultivation repair of equipments (3) Health related: Reproductive and Child Health, Adolescent Sexuality, Nutrition, Yoga, Population Education HIV/AIDS (4) Socio economic development and awareness about environment, social issues, rural energy, cooperatives, self- help groups. (Shah, 2005).A review of the 62 departments of Adult Education carried out in 2004, revealed that 71% of the Departments

conducted 675 certificate courses catering to 30,000 learners in Home Science, Arts, Health, Technology, Education, Agriculture, Empowerment etc (Narang, 2005). Some of the Universities like SNDT, Gandhigram, Rajasthan Vidyapeeth, Saurashtra, Kerala, Jadavpur and Bharatidasan have developed a wide range of innovative Lifelong Learning Programmes and they are considered to be pioneers in the field (Chakravarthy, 2004).These programmes are generally conducted with the help of part time experts and charge nominal fees. Since, they are conducted by universities; they are well recognized by employers.

Community Polytechnics

The Community Polytechnics (CP) introduced in 1978, are not separate institutions but a wing attached to the Polytechnics with the mandate to bring about socio-economic development and improve the quality of life by providing location and culture-specific, non-formal, need based, short-term training in skill-oriented technical and vocational trades irrespective of age, sex or educational qualifications. The target groups for training include unemployed and under employed youth, school and college dropouts and the under privileged and disadvantaged groups including women, minorities and weaker sections of society. Currently, there are 675 CPs training about 450,000 persons per year in civil construction, plumbing, manufacturing, welding, sheet metal, molding and electrical (Chouksey,2006).The impact of this programmes as a whole, has been limited as they work in a limited and isolated manner. In most of the cases, the benefits of the scheme go to well-off groups and this entails a waste of scarce resources. Because of the multiplicity of Government and voluntary agencies involved in rural development, it is difficult for CPs to collaborate with all of them. This has resulted in considerable duplication of efforts.

Community Colleges

Beginning in 1995, currently there are 95 Community Colleges in eleven states in India which provide alternative system of education to the weaker sections of the community. The curriculum is covered in 52 weeks and   is divided into four parts. The part one includes training in life skills and part two imparts training in work related skills. Part three and four are for internship

and preparation for employment .While Certificate programme for a 10th class passed learner is of 26 week duration, the Diploma Programme for a 12th class passed is of 52 week duration (Alphonso,2004). A research study sponsored by the Planning Commission showed that Community Colleges succeeded in promoting Lifelong Learning programmes among the deprived sections of the society leading to empowerment (Research Study, 2005).

Lifelong Learning through Open Distance Learning Institutions and ICT

Open Universities and Schools

The emergence and expansion of Open Distance Learning Institutions in India during the last two decades have given tremendous boost to Lifelong Learning programmes. Apart from two leading private organizations viz; the National Institute of Information Technology (NIIT) and APTECH, India has twelve State Open Universities, one National Open University (Indira Gandhi National Open University -IGNOU), 104 Correspondence Institutes which have been offering a number of Lifelong Learning programmes covering different fields viz; Languages, Technology, Developmental Concerns, Health, Education, Agriculture etc. (Garg, 2004, & Joshi, 2004). Besides, twelve State Open Schools, the National Institute of Open Schooling- the largest Open Schooling system in the world also offer Lifelong Learning programmes for neo-literates and other learners. Some of their popular programmes are Life Enrichment Programmes, which include special programmes for women (Paripoorna Mahila) Culture, Yoga, etc. The Programmes are offered through 249 Accredited Institutions, 917 Vocational Study Centers and 1805 Academic Study Centers.(Pant ,2007)

Sakshat

This is an educational portal launched by the Ministry of Human Resource Development of Government of India in 2006 with the objective of providing barrier free web based learning resources to cater to the learning needs all sections of society. The e-portal consists of virtual classes which follow quadrant approach to include written course materials, video lectures related

websites and online question and answers. (www.sakshat.ac.in accessed 7 October 2007)

Information Kiosks

A number of villages in India are equipped with information and communications technologies (ICT) kiosks as a result of governmental or commercial initiatives. Since each kiosk is provided with Internet and telephone connections, they can provide useful information to the villagers. These kiosks known as Tele-centers or Cyber cafes are operated by governmental and nongovernmental organizations in several parts of India and have been recognized as an effective way of ensuring greater access to information. Gyandoot, the Government of Madhya Pradesh initiative has set up 800 Soochanalaya (Information Centers) in rural areas to provide information related to land records, health and marketing to the villagers (www.gyandoot.nic.in accessed 12 October 2007). Drishtee -a limited company operates a franchise of 1000 kiosks across the country offering a cocktail of 58 services (www.drishtee.org. accessed 12 October, 2007). Datamation Foundation has been offering special programmes for women (www.datamationfoundation.org accessed 12, October, 2007)). Satyam Learning World -a virtual learning environment offers over 2200 virtual learning courses in all categories-technical, personal and professional (www.satyamlearning.org. accessed 16,October,2007)). M.S. Swaminathan Foundation in Pondicherry has set up Village Knowledge Centers to provide timely and useful information for the fishing , crop farming and cattle keeping communities. (www.col.org/reports accessed 16, October, 2007)) . However, the impact of the kiosks has been limited by the top-down manner in which they were originally introduced. It has been observed that by simply conveying knowledge on new agricultural technologies from researcher to farmer, this system ignored the experience and innovation that farmers had to offer. (Mayanja, 2007)

Lifelong Learning through Mass Media

Radio and television have been playing an active role in the promotion of Lifelong Learning programmes in India since 1950's.Curently India

has 215 radio stations and 337 transmitters with coverage of 91.42% of geographical area and 99.3% of the population (The Week, September 2, 2007). Of these, as many as 188 All India Radio Stations serve as Interactive Radio Counseling Centers of the Indira Gandhi National Open University for telecasting audio based learning materials. With the launching of the FM Radio Channel---Gyan Vani in November 2001, the scope of Lifelong Learning programmes increased tremendously. Each FM Radio broadcast covers a radius of 70 kms catering to the educational and developmental needs of the local community. As on August 2007, India has 26 FM stations which air a variety of Lifelong Learning programmes in English, Hindi and regional languages for duration of 3-13 hours. The programmes are developed by different Ministries of Agriculture, Environment, Health, Women and Child Welfare and Human Resource Development in the areas of women's empowerment, Consumer Rights, Health, Education, Adult Education etc (Gyan Darshan, August ,2007). During the year 2007, the Consortium for Educational Communication through its seventeen Educational Multimedia Research Centers has started developing Gyan Vani Programmes. Basically the programmes consists of two types-general and enrichment and aim at creating a learning society by providing learning opportunities to the learners. (Passi, 2007)

Doordarshan (DD) -public service broadcaster which is among the largest terrestrial television network in the world provides a large variety of Lifelong Learning programmes in different languages. Started in 1959 to transmit educational and development programmes, DD has currently 26 channels, covering 90.7% of geographical area. It has been telecasting regular programmes on adult literacy, farmer's education, health awareness, women's development, yoga, culture etc which have been very effective in meeting the educational needs of masses. Two of the popular Adult Education programmes were Chauraha (The cross road) and Khilti Kaliyan, (Blossoming buds) telecast during 1990s (www.mib.nic.in/training accessed September 15, 2007)

The first exclusive National Education TV channel 'Gyan Darshan '(knowledge Discussion) was launched in January 2000 with Indira

Gandhi National Open University (IGNOU) as a nodal agency. The channel is now accessible to 40 million viewers through cable TV all over the country. Currently the university offers a bouquet of 6 channels that cater to diverse learning needs of community. Channel 1 beams programmes for educational institutions. Channel 2 is fully devoted to live interactive teleconferencing for academic programmes of IGNOU which includes a number of Lifelong Learning programmes. The channel is also being used by various departments of the Government, NGOs and Distance Education Centers of other educational institutions. The 3rd channel (Eklavya), joint initiative of Ministry of Human Resource Development, IGNOU and Indian Institutes of Technology launched in 2003 telecasts programmes catering to the learners in engineering colleges across the country. The 4th Channel (Kisan) inaugurated on 26th January, 2004 is a joint venture of the Ministry of Agriculture and IGNOU and is devoted to agriculture and rural development. The 5th Channel (Vyas) inaugurated on 26th January 2004, telecasts programmes on higher education produced by the Media Centers of University Grants Commission. The programming fare constitutes 23 hours of indigenous programmes sourced from partner institutions and one hour of foreign programmes. While the programmes of IGNOU, State Councils of Educational Research and Training and National Open School are telecast for four hours each, Adult Education programmes are telecast for an hour. (Gyan Darshan, August 2007)

The learning society demands flexible, fast and need based education which can be provided through Information Communication Technologies. The launching of EDUSAT -world's first exclusive satellite for serving the education sector in 2004 has in fact given tremendous boost to the Lifelong Learning programmes in the country. It beams lectures to 10,000 classrooms in technical universities and primary schools across the country. The Lectures are delivered by specialists in the fields and broadcast live from a studio with an uplink facility at Departments of School Education Research and Training (www.isro.org accessed 6, October, 2007). Evaluation of the programmes has shown that they were often either ineffective or hardly ever used. It has been found that as many as 73% students did not attend the telecast lectures. The video and audio quality

of the programmes was found to be deficient. The contents did not do justice to the full potential of multimedia and the telecast clashed with the timings of regular classes. Contents were not very attractive. It is seen as "a turkey in the sky-neither practical nor inspiring" (Gandhi, The Hindu, March 13,2007).However, a recent study has shown that EDUSAT has been used by teachers for updating knowledge (Koovakkal and Menakath, 2007).

L3-Lifelong Learning for Farmers: A Case Study

The following project sponsored by the Commonwealth of Learning has been an innovative attempt to promote Lifelong Learning among farmers of South India. Publicized as "L3-Lifelong Learning for Farmers", the project aimed at giving farmers easier access to information and knowledge that could improve their livelihood:

In this project, farmers were encouraged to form an association and create their own vision of development for their village. This could be acquiring better livestock, growing new crops or improving the way they market their produce. Through the ICT kiosks ,the farmers were linked to four organizations viz; Tamil Nadu Agricultural University, Tamil Nadu Veterinary and Animal Sciences University, Tamil Nadu Open University, Anna University (for technology inputs), and University of Madras (for social science inputs). Farmers were prepared to pay for useful information, such as local weather forecasts. The commercial kiosk operator and franchisee, usually a local youth, became a stakeholder in the project with an interest in providing information that helps to make the initiative sustainable. (Krishna Alluri, 2007)

In Tamil Nadu, the ICT kiosks were set up by n-Logue, a company that developed in cooperation with the Indian Institute of Technology Chennai, a technology called Wireless in Local Loop. Each village kiosk has a Pentium computer with digital camera, Uninterruptible Power Supply (UPS) and printers. N-Logue provides an Intranet portal, videoconferencing facilities and some generic content, but the local franchisee has to develop local content in response to demand.

The commercial banks in India are being encouraged by the government to increase rural lending. Currently there is very little lending from the banks to the rural economy because of high transaction costs and low loan repayment

rates. The Lifelong Learning for Farmers model offers ways to overcome these hurdles. Information provided through ICT kiosks improves the knowledge and capability of farmers. This, in turn, improves productivity, return on investment and repayment of loans, which also enlarges the market for bank credit for small farmers and landless labourers.

The State Bank of India links credit to a contract farming system, putting the associations in contact with potential buyers it has identified. Once an association and a buyer reach a trade agreement that defines price and quality, the bank gives credit to the association and its members. The advantages of scale and a direct link to the buyers create an efficient marketing system and reduce price spread. An example of how the system works is a farmers' association that decided improving dairy production as their best route to better prosperity. Their key question to the information providers was, "How do I distinguish a good milk cow from a poor milk cow?" The education specialists developed a checklist with diagrams. Women from a nearby village who are familiar with web programming made it into an instructional sequence on the computer in the ICT kiosk. The bank loaned money to the farmers to improve their dairy cows and linked the farmers with a dairy company from a nearby town, which agreed to buy a guaranteed quantity of milk and take it to market provided that the farmers met certain quality standards.

It has been reported that while the average yield of milk per cow is six to seven liters a day, the cows bought through the Lifelong Learning for Farmers programme yielded between eight and ten liters a day. These incremental improvements have a huge overall impact. Just 18 months after it was launched as a pilot project in four villages, the bank has made loans of about $US 200,000 to 120 villages. Lifelong Learning for Farmers has taught both women and men how to select and purchase a healthy cow, how to insure a cow and how to claim insurance if the cow dies. When a woman recovered the insured amount after her cow died, her fellow villagers were amazed. Insurance was a new concept for them.

Around 500 villagers regularly attend the ICT-based learning sessions. Initially the communities were hesitant to use the Internet, but once they started to hear local voices and see familiar faces, they relaxed and lost their fear of the technology. In addition to the cow-buying module, learning materials have

also been developed about topics such as managing a dairy shed, nutrition management in dairy, quality milk production, agricultural techniques and bio-fertilizer production. Already, twelve CDs, four newsletters and six Internet/intranet presentations have been completed. Lifelong Learning for Farmers has changed the lives of many people, according to Dr. Patrick Spaven, a UK based professional external evaluator who completed a case study about the program. (www.col.org/reports accessed August 28, 2007.)

There is no dearth of NGOs which are promoting the Lifelong Learning programmes in several innovative ways in different parts of the country. Some of the prominent NGOs are: The Donbosco organization, Bharatiya Vidya Bhavan, YMCA, YWCA, World Vision, Sewa Barati, DAV Foundations, Municipal Corporations. The Don Bosco - an international NGO has been providing 78 skill training programmes in 19 states in India. It has developed Market Oriented modular training for unemployed youth in informal sector (www.donboscotechindia.org accessed 18 September, 2007)) The Society for Participatory Research in Asia (PRIA), has been very active in offering several innovative Lifelong Learning Programmes in the area of civil society , Governance and Adult Education through distance mode.(www.pria.org, accessed on October 12,2007)

Opportunities provided by Business Houses in Lifelong Learning

With globalization Indian Construction industry has opened up for international competition which demands world class quality workmanship with deployment of latest technologies in methods of construction. Larsen and Toubro Limited Company has responded by organizing construction vocational training in a professional manner. The training is designed to enable the less experienced workers to progressively improve their skill level, knowledge and competency in their respective trades. The candidates are selected through an entrance test followed by a viva voce. The training is imparted for period of 600 hours spread over 11months. The areas of training are carpentry, plumbing, sanitary, electrical wireman, masonry, bar bending and steel fixing trades (www.larsonandtoubro.org accessed 6 September 2007).The GMR, another a large construction firm in Hyderabad has launched under corporate Social responsibility livelihood training for the youth (www.gmr.org accessed 6 September 2007)

Professional Organizations and Lifelong Learning

Indian Adult Education Association founded in 1939, has been offering short duration professional courses, workshops, seminars and training programmes at regular intervals for the functionaries of Adult Education organizations (www.iaea-india.org. accessed 6,September 2007) .Besides the International Institute of Adult and Lifelong Education set up by Indian Adult Education Association in 2002 is also active in promoting Lifelong Learning through its publications and seminars.(www.iiale.org accessed 6,September 2007).

The Workers Education Association of India has an excellent track record of organizing similar programmes for its members. Professional Organizations in the field of Medicine, Engineering, Law have also been offering continuing Education programme for their members.

Issues and Challenges

As a guiding principle and overarching vision of education, Lifelong Learning is well accepted and reflected in Indian education scenario. Notwithstanding a variety of opportunities for Lifelong Learning in the country, the concept is not widely used and often viewed with skepticism in academic and bureaucratic circles. The organization of three major conferences in India by the UNESCO Institute for Education in Mumbai (1999) and Hyderabad (2002) and by the World Education Fellowship in Mumbai (2004) and the formulation of Mumbai and Hyderabad Statements on Lifelong Learning have not only generated considerable interest among academicians but also helped in demystifying the term. Unlike several other countries especially South Korea,Thaiwan and Thailand, India has not enacted any laws on Lifelong Learning. There is a need to define the policy, clarify the concept and link it to the mainstream of educational policy agenda in India.

The review of the existing programmes of Lifelong Learning in India shows that the basic aim of creating a literate environment and learning society has not been fulfilled mainly due to the limitations of the programmes and shortage of resources. There is lack of innovation, documentation and dissemination of the programmes. This may be because of the inadequate and poor quality of professional training of

programme managers. A review of researches in Lifelong Learning during the last two decades shows gradual decline in the number of studies over the years. In fact, there is hardly any research which has studied the impact of Lifelong Learning programmes offered by different agencies in the country .Besides, there is considerable duplication of programmes offered by different agencies leading to wastage of limited resources. In view of the reduction of funding support to Adult Education by 18% during the year 2007 (Gosal, 2007),it is of utmost importance that different providers of Lifelong Learning programmes make collaborative efforts to economise and also evolve appropriate mechanisms of certifications based on commonly worked out evaluation criteria. It is of utmost importance that the strategies of prior learning assessment are worked out so that the learners could get due credits for their previous learning acquired elsewhere. Currently there is no provision of credit transfer among Lifelong Learning institutions in the country. While some of the programmes offered by universities are recognized by employment agencies, several programmes offered by other agencies remain unrecognized. Since privatization often restricts the access to Lifelong Learning to those who have the capacity to pay, inequalities have crept into the education field. The State needs to take corrective measures through financial support and affirmative actions. In a country where more than 70% remain vulnerably poor, the state, civil society and corporate sectors will have to play a proactive role in the promotion of Lifelong Learning.

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Community Learning and Development: Approaches to Build Capacities of Communities

M.C. Reddeppa Reddy

Community learning and development is intended to develop the capacity of individuals, groups and communities through their actions to improve their quality of life. Central to this is their ability to participate in democratic processes (Scottish Government Guidance for Community Learning and Development, 2004). The present paper illustrates the definitions of community, learning, community learning, community development, community learning & development; the objectives, principles / values for CLD, model of community education, individuals/institutions involved in the process of CLD and their role in Community Learning and Development are discussed. Further, the uses of CLD, various settings for the use of CLD and different approaches & strategies for community learning and development are explained in detail.

Definitions of Community Learning & Development

Community learning and development constitute the terms such as 'community', 'learning', 'community learning' and 'community development'. Community usually refers to a larger than a small village that shares common values. In biology, a community is a group of interacting living organisms sharing a populated environment. A community is a group or society, helping each other. It is simply something beyond the school or formal educational institution. Schools and colleges link into the very social systems that many see as constituting communities (Bell & Newby 1971:48-53). In this sense, educators can be as much there 'in the community'.

The term 'learning' is a gerund - a word which can stand as a noun or verb - it is used (here) in its active sense. Thus, learning refers to the process of

acquiring skills and knowledge, rather than an internal change of consciousness (Brookfield 1983:15). Learning is deliberate and purposeful in that the adults concerned are seeking to acquire knowledge and skills. It occurs outside of classrooms and designated educational institutions and does not follow the strict time-table of the academic year. Learning in natural settings is confusingly set against the formality of the school; learning and education get substituted for each other. Learning can no longer be divided into a place and time to acquire knowledge (school) and a place and time to apply the knowledge acquired in the workplace (Fischer, Gerhard, 2000). Instead, learning can be seen as something that takes place on an on-going basis from our daily interactions with others and with the world around us.

The term 'community learning', usually unaccredited, is an important part of the wider learning continuum. It can be undertaken for its own sake or as a step towards other learning / training. It covers structured adult education courses taught by professionally qualified teachers, independent study online and self-organized study groups. Some learning will be in very short episodes and some takes place over a term, a year, or longer. It may happen in personal or work time and be delivered by providers in the public, voluntary or private sectors, or organized by people for themselves through the many groups, clubs and societies where people get together to learn.

Community Learning describes a broad range of learning that brings together adults, often of different ages and backgrounds, to pursue an interest, address a need, acquire a new skill, become healthier or learn how to support their children. Community Learning is part of a rich tradition dating back to the early 19th century when it was delivered through family, community, social and religious organizations. Movements for the vote, trades unions, 'mutual improvement societies', cooperative societies, women's suffrage groups, independent lending libraries and non-conformist religious groups all offered opportunities for adults to improve their chances in life. This kind of learning has gone by, and continues to go by, many different names - including adult education, adult and community learning, informal adult learning and personal and community development learning - during its long history.

Community Development (CD) is a broad term applied to the practices and academic disciplines of civic leaders, activists, involved citizens and

professionals to improve various aspects of local communities. Community development seeks to empower individuals and groups of people by providing them with the skills they need to effect change in their own communities. These skills are often created through the formation of large social groups working for a common agenda. There are complementary definitions of community development. Community Development Challenge report defines 'community development' as: "A set of values and practices which plays a special role in overcoming poverty and disadvantage, knitting society together at the grass roots and deepening democracy. There is a CD profession, defined by national occupational standards and a body of theory and experience going back the best part of a century. There are active citizens who use CD techniques on a voluntary basis, and there are also other professions and agencies which use a CD approach or some aspects of it" (Community Development Exchange).

Community Development Exchange defines community development as: "Both an occupation (such as a community development worker in a local authority) and a way of working with communities. Its key purpose is to build communities based on justice, equality and mutual respect. Community development involves changing the relationships between ordinary people and people in positions of power, so that everyone can take part in the issues that affect their lives. It starts from the principle that within any community there is a wealth of knowledge and experience which, if used in creative ways, can be channeled into collective action to achieve the communities' desired goals".

Community learning and development (CLD) is a distinct sector of education alongside schooling and further and higher education; a discipline using a distinct set of competences that can be utilized by staff in a range of settings across the public and third sectors; and an area of activity undertaken in a wide range of settings that promotes the community learning and development. Scottish Government Guidance for Community Learning and Development (2004) defines community learning and development as: ...a way of working with and supporting communities... to increase the skills, confidence, networks and resources they need to tackle problems and grasp opportunities.

Objectives of Community Learning and Development (CLD)

The major objectives of Community Learning and Development (CLD) are stated as follows:

1. **Community-based learning for adults:** Raising standards of achievement in learning for adults through community-based lifelong learning opportunities incorporating the core skills of literacy, numeracy, communications, working with others, problem solving and information communications technology (ICT).

2. **Youth work:** Engaging with young people to facilitate their personal, social and educational development and enable them to gain a voice, influence and place in society.

3. **Community capacity building:** Building community capacity and influence by enabling people to develop the confidence, understanding and skills required to influence decision making and service delivery.

The other objectives are:

- To **improve the accessibility** of learning opportunities especially for those individuals with special needs or barriers to learning.
- To **provide opportunities** to acquire important foundational skills such as literacy, communication, vocational etc.
- To **address** education, training and learning **gaps** rural and urban communities.
- To **mobilize** community volunteers and other **resources** in support of learning and development.
- To contribute to **solving** individual and community **problems** through learning initiatives, in coordination and cooperation with related organizations.

The overall aim of this work is to develop people's skills, knowledge and confidence, adding to their quality of life and helping to build stronger communities.

Principles / Values of CLD

CLD is based on a clear set of principles /values including participation,

equality of opportunity and empowering people and groups to make their own choices. The Scottish Government has introduced the following set of principles of which community learning and development related activities should be based on:

a) **Empowerment** - increasing the ability of individuals and groups to influence issues that affect them and their communities;

b) **Participation** - supporting people to take part in decision making;

c) **Inclusion, equality of opportunity and anti-discrimination** - recognizing that some people may need additional support to overcome the barriers they face; valuing equality of both opportunity and outcome, and challenging discriminatory practice.

d) **Self-determination** - respecting the individual and valuing/supporting the right of people to make their own choices; and

e) **Partnership** - recognizing that many agencies can contribute to CLD to ensure resources are used effectively. Maximizing collaborative working relationships with the many agencies which contribute to CLD and/or which CLD contributes to, including collaborative work with participants, learners and communities.

f) **Promotion of learning as a lifelong activity** - ensuring that individuals are aware of a range of learning opportunities and are able to access relevant options at any stage of their life.

Wisconsin Model of Community Education

A philosophical base for developing Community Education programs is provided through the five components of the Wisconsin Model of Community Education. The model provides a process framework for local school districts to implement or strengthen community education (Wisconsin Department of Public Instruction). A set of Community Education Principles was developed by Larry Horyna and Larry Decker for the National Coalition for Community Education in 1991 (Wisconsin Department of Public Instruction). These include:

a) **Self-determination:** Local people are in the best position to identify community needs and wants. Parents, as children's first and most important teachers, have both a right and a responsibility to be involved in their children's education.

b) **Self-help:** People are best served when their capacity to help themselves is encouraged and enhanced. When people assume ever-increasing responsibility for their own well being, they acquire independence rather than dependence.

c) **Leadership Development:** The identification, development, and use of the leadership capacities of local citizens are prerequisites for ongoing self-help and community improvement efforts.

d) **Localization:** Services, programs, events, and other community involvement opportunities that are brought closest to where people live have the greatest potential for a high level of public participation. Whenever possible, these activities should be decentralized to locations of easy public access.

e) **Integrated Delivery of Services:** Organizations and agencies that operate for the public good can use their limited resources, meet their own goals, and better serve the public by establishing close working relationships with other organizations and agencies with related purposes.

f) **Maximum Use of Resources:** The physical, financial, and human resources of every community should be interconnected and used to their fullest if the diverse needs and interests of the community are to be met.

g) **Inclusiveness:** The segregation or isolation of people by age, income, sex, race, ethnicity, religion, or other factors inhibits the full development of the community. Community programs, activities, and services, should involve the broadest possible cross section of community residents.

h) **Responsiveness:** Public institutions have a responsibility to develop programs and services that respond to the continually changing needs and interests of their constituents.

i) **Lifelong Learning:** Learning begins at birth and continues until death. Formal and informal learning opportunities should be available to residents of all ages in a wide variety of community settings.

Individuals/Institutions Involved in CLD

All sorts of individuals and organizations are actively involved in helping to make this kind of 'non-formal' and 'informal' learning happen. Some people

are paid but many others are volunteers. Some organizations are funded by the tax payer but many are not. Lots of local voluntary organizations and community networks deliver and support the non-formal and informal community learning found in libraries, museums, community centres, union learning centres, universities, extended schools, children's centres, colleges and workplaces.

Many people learn in clubs and groups organized by their own members. We call this self-organized learning. There's a dedicated website with lots of guidance, advice and resources to help people set up a self-organized group and keep it going. You can find the resource at www.selforganisedlearning.com. Some other people are learning through adult education, continuing education and lifelong learning, acquiring required skills through skill development programmes which are being organized by government, non- government organizations, educational institutions including vocational and technical institutions.

Role of a Community Learning and Development Professional

The role of a community learning and development professional depends somewhat on the career path followed. For example, someone working with young people may have different priorities than someone working with adults; however, the outcomes are very similar in a sense that both will be aiming to promote a more socially just and equal society. Community learning and development is a vast field of work and the range of job categories is wide and may include the following: agriculture extension worker, literacy educator, health worker, field assistant SHG leaders etc.

Community learning and development workers should see themselves as working with people, rather than for them. Empathy is crucial to understanding the issues faced by those they work with and it is important that they engage in a way that does not intimidate people or place the worker in a position of looking down on those they work with. Community development practitioners work alongside people in communities to help build relationships with key people and organizations and to identify common concerns. They create opportunities for the community to learn new skills and, by enabling people

to act together, community development practitioners help to foster social inclusion and equality (The Competences for Community Learning & Development, 2009). CLD workers can engage those least likely to be involved in other forms of learning. They can also help people in communities to identify, understand and take action on those issues that are important to them. CLD developers must understand both how to work with individuals and how to affect communities' positions within the context of larger social institutions.

Competencies for CLD Workers

CLD is part of the 'Learning' theme. It also contributes to the 'Working', 'Healthy', 'Safe' and 'Vibrant' themes and supports effective community engagement. Competent CLD workers will ensure that their work supports social change and social justice and is based on the values of CLD. Their approach is collaborative, anti-discriminatory and equalities-focused and they work with diverse individuals, communities of place or interest and organizations to achieve change. They can influence or lead people, understanding when this is or is not appropriate. Central to their practice is challenging discrimination and its consequences and working with individuals and communities to shape learning and development activities that enhance quality of life and sphere of influence. They have good interpersonal and listening skills and their practice demonstrates that they value and respect the knowledge, experience and aspirations of those involved (The Competences for Community Learning & Development, 2009).

Competent CLD workers will initiate, develop and maintain relationships with local people and groups and work with people using non-formal contact; informal support, and informal and formal learning and development opportunities. They will also have self-management skills, such as time management and communication, that are appropriate to the level at which they are practicing. While these are not detailed in the competences, they are covered through the SCQF framework and the National Occupational Standards.

Critically Reflective CLD Workers

CLD practitioners must aware of their values and principles and critically

reflect on their practice and experience so that they integrate their knowledge, skills, values and attitudes and use these effectively in their work. They use self-assessment, participative processes and evidence of the impact of their work to plan and manage their activities. These are essential to their ability to develop and manage their own practice and identify their own learning and development needs.

Uses of Community Learning and Development

Community learning and development has the potential to encourage young people to become more interested in politics and helping them influence decisions that affect their lives. It is a key contributor to lifelong learning and plays a significant part in combating social exclusion. Through its commitment to learning as an agent for change, it supports the people to improve personal, community, social and economic well-being. Primarily community education is more a way of working than a sector of education. Its unique contribution is to create learning opportunities within and for communities.

Community based learning opportunities such as schools, colleges and universities are important to the realization of vision by all age groups. The whole of the education system, other public services and the voluntary and private sectors required to have collaboration to realize it. The capacity of individuals and groups of all ages to participate in developing their own learning is crucial to improving their quality of life. For both individuals and communities, the results of community education can be tangible and lasting. Thus, the community learning and development has become a subject of critical national importance.

Settings for the use of Community Learning and Development

There are many diverse communities and settings in the country and you have to discover what communities can do for you and what you can do for your community. Ask what your community can do for you and look to see what you can do for your community. The settings involved with you and your communities are:

Your Community
- Community regeneration
- Starting up new community groups
- Community buildings
- Funding
- Supporting clubs and voluntary organizations

Getting Involved
- Community action
- Assessing community needs
- Community development groups
- Community engagement
- Community profiles
- Volunteering
- Voluntary Organizations

Children
Each child is unique and develops in his own very special way. Here are some ideas for the best way to grow a child.

Babies and Toddlers
- Parent and toddler groups
- Parent and baby groups
- Kinder gardens
- Rhyme times and storytelling
- Sure start (work with parents)
- Access all areas

Pre-school children
- Playgroups
- Kinder gardens
- Access all areas

Primary age children
Children's activities and classes
- Youth clubs
- Access all areas
- Community School Networks

Young People

Some thoughts on how we can make that transition from child to confident, dynamic young person. There is no right of passage to follow to take us out of our childhood. We need to decide when and how to become a confident, dynamic young persons. Here are some thoughts on making that journey.

Clubs and Activities
- Youth Cafe
- Music
- Skate parks
- Outings and excursions
- Consent forms
- Literacies
- Making a difference
- Detached youth work
- Moving on
- Access all areas

Youth Forums
- Youth Parliament
- Consulting young people

Volunteers
- Young careers
- Volunteering

Community School Networks
- Community School Networks

Adults

Lifelong learning is a reality. There are great ways for adults to develop their potential.

Learning
- Achievements and accreditation
- Confidence building and assertiveness
- English for Speakers of Other Languages (ESOL)
- Everyone included
- Family learning
- Guidance
- Literacies
- Support for parents
- Young parents
- Core Skills SQA Qualifications

Groups
- Between 15 and 50 years
- Over 50's groups

Community Based Classes
- Enrolment
- Art classes
- Computer classes
- Family history classes
- Language classes
- Yoga classes

Community Centres and Staff

Establish Community Centres in the rural and urban communities. Each centre is linked to a learning and development. Each centre is managed by a community learning and development team leader.

Libraries

Provide something for everyone from computer facilities to local studies and much more. Search the library catalogue/ Digital Library Catalogue, renew items on loan, reserve a library book online and find your local library or mobile library details such as library events, new titles available, e-books or audio books, of opening hours, contact information and facilities, Joining the Library, Library Membership Information and Charges, how to borrow e-books and audio books.

Approaches & Strategies to Community Learning and Development (CLD)

Community Learning and Development (CLD) describes the range of learning and social development work that is provided in communities using a variety of approaches. The role of a Community learning and development worker is largely different to the role of a formal educator such as a teacher. Community learning and development workers do not follow a curriculum, as they allow the people they work with to form their own way of learning and each individual is believed to have the ability to reach their full potential in life. A community learning and development approach is arguably a more effective way of learning as every individual has their own unique way to learn and community learning and development workers look for the best possible method that suits the individual. Some of the Community learning and development approaches such as Outdoor learning, Interactive Broadcasting, Active learning, Cooperative and Collaborative Learning, Peer education, ICTs in education and Creativity and are described here under:

Outdoor Learning

The 'Outdoor Classroom' is becoming a fundamental part of mainstream education and learning allowing our children to experience the many challenges. It is usually refers to organized learning that takes place in the outdoors. Outdoor education programs sometimes involve residential or journey-based experiences in which students participate in a variety of adventurous challenges in the form of outdoor activities such as hiking, climbing, canoeing, ropes courses and group games. From the school grounds

to going abroad, there are many locations for outdoor learning. They include:

- School and centre grounds
- Local area
- Day trips
- Residential experiences
- Overseas trips

There are some organizations like Forest Schools which encourage and provide opportunities for outdoor learning. Outdoor education draws upon the philosophy, theory, and practices of experiential education and environmental education.

Active Learning

Active learning is learning which engages and challenges children's thinking using real-life and imaginary situations. It is an umbrella term that refers to several models of instruction that focus the responsibility of learning on learners (Renkl Atkinson, Maier, & Staley, 2002). Bonwell and Eison (1991) popularized this approach to instruction. This "buzz word" of the 1980s became their 1990s report to the Association for the Study of Higher Education (ASHE). In this report they discuss a variety of methodologies for promoting "active learning".

We might think of active learning as an approach to instruction in which students engage the material they study through reading, writing, talking, listening, and reflecting. Active learning stands in contrast to "standard" modes of instruction in which teachers do most of the talking and students are passive. Students and their learning needs are at the center of active learning. There are any number of teaching strategies that can be employed to actively engage students in the learning process including group discussions, problem solving, case studies, role plays, journal writing, and structured learning groups (McKinney, 2010). The benefits to using such activities are many. They include: improved critical thinking skills, increased retention and transfer of new information, increased motivation, and improved interpersonal skills.

Cooperative and Collaborative Learning

Cooperative learning is a specific kind of collaborative learning. In cooperative learning, students work together in small groups on a structured

activity. They are individually accountable for their work, and the work of group as a whole is also assessed. Cooperative groups work face-to-face and learn to work as a team. Collaboration is a philosophy of interaction and personal lifestyle whereas cooperation is a structure of interaction designed to facilitate the accomplishment of an end product or goal.

Collaborative learning is a method of teaching and learning in which students' team together to explore a significant question or create a meaningful project. A group of students discussing a lecture or students from different schools working together over the Internet on a shared assignment are both examples of collaborative learning. Learning is frequently most effective when learners have the opportunity to think and talk together, to discuss ideas, analyze and solve problems, without constant teacher mediation.

Peer Education

Peer education is an approach where young people are actively involved in each other's learning and an approach to health promotion, in which community members are supported to promote health-enhancing change among their peers. Rather than health professionals educating members of the public, the idea behind peer education is that ordinary lay people are in the best position to encourage healthy behavior to each other.

Peer education has become very popular in the broad field of HIV prevention. It is a mainstay of HIV prevention in many developing countries, among groups including young people, sex workers, men who have sex with men, or intravenous drug users. Peer education is also associated with efforts to prevent tobacco, drug or alcohol use among young people (Kelly, J. A., St Lawrence et al., 1992). A peer education programme is usually initiated by health or community professionals, who recruit members of the 'target' community to serve as peer educators. The recruited peer educators are trained in relevant health information and communication skills. Armed with these skills, the peer educators then engage their peers in conversations about the issue of concern, seeking to promote health-enhancing knowledge and skills. The intention is that familiar people, giving locally-relevant and meaningful suggestions, in appropriate local language and taking account of the local context will be most likely to be able to promote health-enhancing behaviour

change. The peer educators may be supported by regular meetings and training, or expected to continue their work without formal supports.

Interactive Broadcasting (Radio and Internet)

The use of interactive broadcasting is for community learning by Radio and internet and potential models for sustainable development through combined community media/tele-centres. Interactive Broadcasting is an emerging phenomenon which could provide new opportunities for creative radio broadcasting both for entertainment and education, and could create new business models for commercial sustainability. Early examples of interactive broadcasting included telephone chat shows which now extend to text messaging and email as tools to stimulate audience engagement and provide low cost content.

There are some pioneering schemes emerging in which sophisticated interactive broadcasting techniques are a fundamental development platform for radio broadcasting. The Radio with Pictures Show is an example of integrating web conferencing with radio broadcasting to create a rich and interactive audience experience with great potential for educational applications and addressing digital divide issues. Another example is Radio Browsing as used by Kothmale Radio in Sri Lanka - a community radio station which uses the internet to engage it's audience both deterring and creating program content. This presentation describes the Interactive Broadcasting concept and shows examples of how it can be used in practice.

Information and Communication Technologies (ICTs)

Education has largely contributed to an increase in developing knowledge, providing an enabling environment for innovation and in building human capital required for a potential future knowledge economy. Global reforms in education and challenging ICT demands have made a remarkable shift in the structure of the enabling ICT environment and the utilization of ICT technologies in education. The convergence of computer, communication and content technologies, being known as ICT, has attracted attention of academia, business, government and communities to use it for innovative profitable

propositions. Such technologies have become the key driver of the digital network in an era of technology-driven education. More schools and communities now have access to ICT resources to join the global economy with knowledge workers who have 21st century skills and are inspired by life-long learning. The Dakar Framework of Action for Education for All (EFA), adopted in 2000 as a roadmap to meet the Education for All goals by 2015, highlights the role that ICT has to support EFA goals at an affordable cost and lifelong learning in all communities in developing countries. ICTs have great potential for knowledge dissemination, effective learning and the development of more efficient education services. Much effort has been made towards the advancement of education and multi-illiteracies.

Information and communication technologies (ICTs) in education mean implementing of its equipment in teaching and learning process as a media. The purpose of ICT in education is to generally make students familiar with its use and how it works. It has permeated in every walk of life affecting the technology fields such as launching satellites, managing businesses across the globe and also enabling social networking. However, in reality the digital divide between the urban and the disadvantaged rural areas is inclined to widen.

Creativity

Creativity refers to the invention or origination of any new thing (a product, solution, artwork, literary work, joke, etc.) that has value. "New" may refer to the individual creator or the society or domain within which novelty occurs. Creativity is a crucial part of the innovation equation. It requires whole brain thinking, right brain 'imagination' artistry and intuition, plus left brain logic and planning. It is core competency for leaders and managers and one of the best ways to set your company apart from competition.

Creativity is the quality that you bring to the activity you are doing. It is an attitude, an inner approach – how you look at things. Anything can be creative – you bring that quality to the activity. Activity itself is neither creative nor uncreative. You can paint in an uncreative way. You can sing in an uncreative way. You can clean the floor in a creative way. You can cook in a creative way.

Some of the above approaches are gradually being adopted in schools to some extent and many other agencies are using the community learning and

development approaches in their work. The professionals shall be committed to support people's learning by using appropriate approach and help them to find out about the options available and providing resources that they need.

Conclusion

Through community learning, people can come to make a real contribution and develop their own communities. They can participate in local and national democratic processes and build the confidence and capacity to tackle wider social and economic issues, such as health or community safety. Skills can be acquired at many levels through many ways and are applicable in any walk of life. Sometimes these are essential skills, such as literacy or basic life management, which those who have benefited most from the formal education system take for granted. Without them, social exclusion is much more likely. With them, people can increase the opportunities for moving into further and higher education and into employment. Through them, local people can develop productive partnerships with other agencies relating to a wide range of social, economic and health as well as educational needs.

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Promoting Reading Habits and Creating a Literate Society

Asoke Bhattacharya

'Give a man/woman a taste for reading and the means of gratifying it. He/she will become a citizen of all nations and a denizen of all ages'. I read this, if not in verbatim, in my school life in English comprehension. These sentences were ingrained in my memory and still now while studying Gandhi, Tagore or Freire, I find this statement being vindicated .If we delve a bit further into the meaning of the first sentence, we observe that the author speaks of authentic citizenship. Any nation in the world would like its citizen to be a well-read person, thoroughly conversant with the laws of the land and exercising his/her right knowledgeably and efficiently. Furthermore, he/she should know the obligations of a citizen towards the state including the state's obligation towards him/her. The second sentence suggests that reading provides a sense of history of oneself, of his/her nation and that of the world. Without a sense of history, without knowledge of the present in the context of the past and the future no sense of belonging develops. We come from somewhere and intend to go to some destination. This is human transcendence. Sartre called it Being-for-itself. This characteristic of being –for –itself sets it apart from being-in –itself which has no past and no future, the inanimate object or the creatures of the animal world. Thus the characteristic of a true human being is his/her temporality which is bestowed by his/her ability to read.

Humans are social beings .They communicate and interact with other human beings .This interaction and experience percolate through from one generation to the next as well as to the members of each generation..Humans die but the experiences in the form of words and sentences, anecdotes and stories, stay on and become enriched through generations. Thus a new born has in store the treasures of the experiences of the human race.

Speech is the unique property that distinguishes humans from all other living creatures. Speech is the forerunner of thought or concept. The moment someone pronounces a word, the phonetic symbol is transformed by the brain of the person who hears it into a perceptive idea. The transformation of sound into an idea or concept is peculiarly and uniquely human. This has elevated humans from the first level of sense perception to that of forming an idea. This ability has transformed humans into a thinking being. Pavlov, the celebrated Russian scientist who is famous for his research on conditioned reflex of living beings, called it the second signaling system.

In the course of social development, humans developed this extraordinary addition to the mechanism of brain function based on verbal signals .This highly developed system consists of perception of the words uttered (either aloud or to oneself), heard or seen (reading).The development of the second signaling system immeasurably broadened and qualitatively transformed human higher nervous activity. The development of verbal signals also introduced new mechanisms into the activity of the cerebral hemispheres. Pavlov said that if the human's sensations and concepts connected with the external environment were the first signals of reality, then speech, kinesthetic stimuli going to the cortex from the speech organs were the second signals, i.e. signal of signals. They are abstractions of reality and consist of generalizations.

The first signaling system is concerned with perception which can be visual, auditory, tactile, gustatory or olfactory. The development of internal temporary connections of the first signaling system takes place gradually and through trial and error method. It is how the child learns. The same process takes place in perception of colour. However, unlike animals, a human being's first and second signaling system start developing almost simultaneously. From its childhood, it is addressed verbally by parents, relatives and acquaintances. Although it is not able to speak at this stage, its auditory analyzers start responding to verbal sounds. While its first signaling system of perception is developing, the second signaling system is also operative. The unique result is that the child at the very early stage of muttering associates objects with words. Of course it makes mistakes, but with time it learns the correct word for the object and the process continues for a few more years. The cerebral cortex thus registers the combination of first and second signaling system. For an animal the first

signaling system is the highest form of attainment. For human beings it is just the beginning and is quickly superseded by the second signaling system. The process develops through trial and error and practice is the only guarantee of obtaining results. There are cases of humans who were brought up by animals and who never developed the second signaling system. There are also innumerable cases of this when the child has forgotten the mother tongue.

If speech is the first part of the second signaling system, reading is the other part of it. Speech gives access to just that area of knowledge which is being communicated verbally. It is quite limited in scope. The primitive human race had only such limited access to knowledge. But reading gives unlimited access to knowledge. It gives access to the storehouse of all human knowledge. There is only a narrow difference in the life of a primitive person with that of an animal. Modern societies have developed much further due to its domination of knowledge through texts. Hence humans remain only half -human without the knowledge of reading. Can we afford to relegate to a sub-human condition more than fifty percent of our own compatriots? The ability to read makes a qualitative change in the life of a human being.

It is Paulo Freire who wanted to fill this gap in a scientific way. His experimental results with the illiterate in Brazil have been accepted by the world community. Freire's first literacy attempt took place in Recife with a group of five illiterate persons. Two learners dropped out within a couple of days. But the others stayed on. During the twenty first hour of study one of the persons wrote confidently that he was amazed at himself. Freire says that they began with the conviction that the role of human being was not only to be in the world but to engage in relations with the world. Through the acts of creation and re-creation the human being makes cultural reality and thereby adds to the natural world which he/she did not create. Thus the human being's relation to reality results in knowledge which he/she expresses through language.

As soon as the person becomes aware of his /her role in this creative process, the illiterate would begin to effect a change in his/her former attitude, he/she would discover himself/herself to be a maker of the world of culture .The person would discover that he/she as well as the literate person has a creative and re-creative impulse. He/she would discover that culture is just as much a clay doll made by him or her or by his/her peers who are artists as it is the work

of a great sculptor. Thus, any modification of nature by humans is cultural creation. By one master stroke Freire put at par a scavenger and a professor. Both are creators of human culture.

Freire writes that the literacy process as a cultural action for freedom is an act of knowing in which the learner assumes the role of knowing subject in dialogue with the educator.

However, the illiterate cannot always see things in this perspective. Self-depreciation is a characteristic of the oppressed. It is derived from their internalization of the opinion the oppressors' hold of them - that they are good for nothing, know nothing and are incapable of learning anything, that they are sick, lazy and unproductive. Age-old exploitation has made them mute, victims of the culture of silence. They are prohibited from being. It is imperative, says Paulo, to break this silence. The process of liberation starts with the opening up of the illiterate as he/she begins to know the word and the world. Thus the act of reading is pregnant with immense consequences. It elevates an unlettered person from a sub-human state to the state of a full human being.

Gandhi and Tagore were concerned about India's literacy situation. The percentage of illiteracy was more than 85 during the British regime. The colonial Government had just one objective: how to exploit more the human and material resources of the country. The education they imparted was just sufficient for continuation of their imperialistic design. Tagore had, on every occasion, pointed this out in his own writings. All his travelogues abound in such references .Right from his very early letters he wrote from his first visit to England when he was merely a boy of seventeen to his travelogue he wrote on visiting Persia in 1936 at the invitation of King Pahalavi, he lamented that India was lagging behind in education. It was the theme of his letters from Russia in 1930.He was amazed at the spread of literacy in that vast country .He observed that in spite of extreme poverty the Government was doing everything necessary to educate the men and women .It was the primary activity in nation building. Almost in every paragraph of these letters he shed tears at the poverty and illiteracy of India. Gandhi, himself an educator during his period in Phoenix Settlement and Tolstoy Farm in South Africa in early 1900s knew perfectly well the value of universal education. That is why on return to India he urged his colleagues to open schools in the villages. His wife Kasturba was an ardent

activist in this cause. In late 1930s he developed his comprehensive scheme of basic education where he stressed on the notion of functional literacy on a universal scale. Tagore also believed that education that does not relate to the condition of living of the neo-literate was not worthwhile. He therefore experimented with imparting functional literacy to the village craftsmen, farmers and members of other occupations in the countryside. For Tagore culture was an integral part of village life. He therefore composed songs on tree plantation, farming etc. The village folk were enthused to sing these songs at various festivals and fairs. Tagore even composed a song eulogizing the machine. For Gandhi religious motivation was a prime mover for any social undertaking. He popularized Ramdhun throughout the length and breadth of the country. His Satyagraha was a way of life and not merely a political movement. Both of them promoted reading habits among the people and both of them wanted to establish a literate India.

Maulana Abul Kalam Azad, the first Education Minister of India was a great exponent of universalisation of education. His speeches and writings abound in such references. I quote, 'It is universally recognized today that a system of national education is one of the fundamental tasks which faces any government. Not only the existing condition of society determined by the quality of individuals composing it but its future as well. Nothing has a more important bearing on the quality of the individual than the type of education imparted. A truly liberal and humanitarian education may transform the outlook of the people and set it on the path of progress and prosperity, while an ill-conceived and unscientific system might destroy all the hopes which have been cherished by generations of pioneers in the cause of national freedom. He delivered this speech on February 10, 1947 at a press conference even before India became independent. In his speech delivered at the General Advisory Board of Education in New Delhi on March 15, 1952, the Maulana said, '...these five years have brought about a welcome change in the conception of the nature and purpose of such education. Instead of concentrating on literacy, as was generally done in the past, we are now planning education for the adult on broad and more liberal lines. One of your committees has laid down that the aim of such education is not merely to impart literacy but to give the adult training in all aspects of citizenship. To mark this change in conception, the nomenclature

has also been changed, and we now describe it as social education. The Maulana wanted to involve all eligible students of schools and colleges to be involved in the task of eradication of illiteracy. For the Maulana, a literate India was a pre-condition for the functioning of democracy.

After independence, sporadic attempts were made to eradicate illiteracy. We may refer to the Mohim experiment in Maharashtra in the 1960s.The most vigorous and all-pervasive attempt took place in the 1990s when millions of people were involved in this great task. Outstanding results were obtained. But due to an absence of a clear methodology regarding maintenance of the literacy skill developed by the neo-literates, i.e., due to lack of an educational strategy of continuing education and lifelong learning, this gigantic epoch-making endeavor fell flat on the ground. As the objective did not materialize, billions and billions of rupees and the time and energy of millions of persons were wasted. If the policy makers had developed a comprehensive strategy such colossal waste of human and material resources would not have occurred. Without learning from the mistakes, the Government sought to implement another programme called Sarva Shiksha Abhiyan. Huge amount of money is being used for this project. Whether this programme is also ill-conceived or not, only the future will reveal. Apparently it seems it is another half-hearted attempt to eradicate illiteracy.

But we could learn from strategies developed by other nations in this regard. I am referring to the Report of the University Education Commission (December 1948 - August 1949). Dr. S. Radhakrishnan was the Chairman of the committee. The report began with the statement, 'With the adoption of the new Indian Constitution the achievement of democracy is only barely begun. Fundamental changes of attitude will be necessary before what is written on paper can become the prevailing way of life. One of the ways points at which democracy will fail or succeed is in the kind of education which will be made available to the common people.' The report further stated "For helpful guidance in this matter, we may turn to the programme of the people's colleges of the Scandinavian countries, especially to those of Denmark." Sir Richard Livingstone, England's foremost figure in adult education, called the Scandinavian People's College "the only great successful experiment in educating the masses of a nation." We are not aware if such guidance were ever

sought before launching a nation-wide programme.

The time has changed. India is now an emerging economic power thanks to the vision of our policy makers in the field of higher technical education. 30 crore of our countrymen have now access to the amenities of modern life. This is no mean achievement. It is high time therefore that the nation seriously think of the remaining 80 crore of our people whose life may be compared with that of the people of Sub-Saharan Africa. Their new-born children are dying in large number after seeing the light of the world, their children drop out early from schools to help the family as child-labourers, their daughters become victims of trafficking and their sons remain without work for years. If the condition of this eighty millions does not improve in a foreseeable future, they will drag down the 30 crore, as Tagore had prophesied in one of his poems---whom you leave behind will drag you down with them. From the economic point of view also, this large section has to come forward. As these people gain literacy and develop skill, they become more productive. This results in the enhancement of their income. The net result is their improved quality of life with consequent economic development of the nation as a whole. The resultant situation gives further boost to the proper working of our democracy .The vast majority no longer remain mute and inert participants in the democratic life of the nation. As active citizens, these people exercise their democratic rights consciously. A literate India is better equipped to do away with the mafia raj that our democracy is slowly being swallowed by. This is the view of Amartya Sen, the celebrated economist.

Under these circumstances, it is high time that India develops a comprehensive policy of lifelong learning that will promote reading habits among the neo-literates and create a literate society. An all-pervasive network of lifelong learning is created for the people residing in villages and urban centres. It may be a three-tiered system of people's educational network. At the Gram Panchayat level there will be established People's School. It will act as a community centre in the style of Jan Shikshan Nilayam. These centres will develop the human resources for appropriate utilization of the material resources. Its activities will be supervised by People's Colleges established at the Sub-division level. These colleges will develop teaching-learning modules and materials for various programmes to be undertaken by the People's Schools.

It will also act as the Instructor Training Centres People's Universities will be established at the cluster of districts. These universities will act as rural universities as envisaged by Mahatma Gandhi. The Universities will make appropriate policies for the rural and urban community keeping in view the planning at the state and national level. They will also advise the government in its planning process. This is just an outline. Only a permanent structure of people's education will be able to adequately promote reading habit and create a literate society.

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Saakshar Bharat, Belem Declaration and Framework of Action (BFFA) and Literacy Initiative for Empowerment (LIFE) – Commonality and Differences

L. Mishra

Saakshar Bharat like its predecessor NLM – TLC is a continuation of something which is well tested and proven and yet which needs to be given a drive and momentum for the simple reason that in 21st Century, the age of knowledge, the era of quest for information, communication, modernization and innovation we can ill afford to live with an army of 250 million plus unlettered persons. Selectivity and scientific prioritization is the key note of Saakshar Bharat. It focuses attention on those districts where illiteracy is far more widespread instead of spreading itself too thin. This is an exclusively rural programme and within that focused ambit the thrust is on women, members of SC, ST and minorities. All the strategies of the Mission as spelt out in Saakshar Bharat document – be they in relation to survey, creation of a social environment conducive to literacy, imparting functional literacy and numeracy and continuing education for lifelong learning have been tailor made for this constituency. In an era of democratic decentralization it is but natural that the Gram Panchayats of educationally backward districts should be the principal implementing agencies of the programme. There is a monitoring mechanism at all levels so that nothing goes by remiss, whatever happens on the ground is faithfully reported in time, critically scanned and correctives follow as part of a two way communication process.

Community, howsoever heterogenous, is the key player in the same mode as Gram Shikshan Mohim of yester years. Saakshar Bharat provides a package

in which literacy, basic education, vocational skill development and continuing education have all been rolled into one fold as an integral unity, as a continuum. That is the expected outcome of Saakshar Bharat. Unlike the volunteer based mass campaign approach of 80s and 90s, there is no single dominant approach but multiple approaches relevant to a particular setting to achieve the expected outcome. The approach has to take into account the sensitivities, complexities and specificities of the target groups.

Let me proceed to Belem Framework for Action or BFFA to establish its complementarity with Saakshar Bharat. The Annexure to the Framework provides a scintillating analysis of the current global setting. There is burgeoning population explosion, there are serious demographic imbalances, conspicuous consumption by a microscopic minority while 850 million people go to bed hungry every night and 750 million are chronically malnourished, 774 million are unlettered adults, 75 million are school dropouts, an all time high environmental degradation and denudation, migration within and between countries, displacement of people from native habitat and unequal access to food, water and energy bringing in their wake untold misery and suffering. The market forces have brought unprecedented opportunities and prosperity but the inequality is also as pronounced and formidable. The global scenario is indeed sad and depressing. There is, however, a silver lining at the end of the tunnel. Every word in the Preamble and wide ranging recommendations covering policy, governance, finance, participation, quality etc. pulsate with a lot of hope, faith and conviction that all is not lost and life can be started afresh despite crippling constraints and challenges through access to functional literacy and continuing education. And that is the quintessence of Belem Declaration. Radical and qualitative change amounting to transformation is possible through adult learning and continuing education. Belem Framework for Action presents a strategy which is possible, feasible and implementable and the desired results achievable. In Saakshar Bharat we speak the same language with the same energy and conscience. Saakshar Bharat like BFFA envisages a learning process which would be comprehensive, inclusive, integrated and lifelong.

In Saakshar Bharat like BFFA we are crystal clear in advocating a type of adult learning and education which will equip people with knowledge, capabilities and endowments, skills and competencies and values and principles

add a new meaning to life. To sum up, the recommendations made in BFFA are substantially in tune with what is provided in Saakshar Bharat. The differences are as striking as the commonalities. The differences are:

- we do not seek to achieve the goals of adult literacy and education through any legislative effort as advocated in para 12 page 3 of BFFA;
- as far as rights of all children in 6-14 age group is concerned, 14 States had legislative enactments through which parents were made responsible to ensure children's education; the same did not work and now in the wake of the judgment of Supreme Court in J.P. Unnikrishnan Vs. State of A.P. (1993) and through 86th amendment of the Constitution of India inserting Art. 21A, Right to Education Act was enacted in 2009 and has been enforced w.e.f. 1.4.10;
- we think and believe that UPE, UEE, AE and CE supplement, complement and reinforce each other; one is incomplete without the other;
- there has been significant stepping up of resources for adult literacy and education over successive Five Year Plans although with 3.9% for education as a whole and 0.2% for AE we are nowhere near 6% GNP in Education as advocated in para 14 page 4 of BFFA;
- we have 1369 jails and sub jails all over the country with a total prison population of 3.85 lakh (this keeps on fluctuating). No survey has so far has been conducted to assess the extent of functionally literate and illiterate among the prison inmates. Providing adult literacy and education to the unlettered inmates in prison is an important recommendation made in para 15 page 5 of BFFA which deserves consideration for inclusion in the programme of action in Saakshar Bharat;
- principal target of the Mission in Saakshar Bharat is to impart functional literacy to 70 million adults in the age group of 15 years and beyond. In para 11 page 2 of BFFA it has been proposed that we redouble our efforts to reduce illiteracy by 50% from 2000 levels by 2015 (EFA Goal 4). Fifty PC of total number of illiterates in India would be approximately 130 million (50% of 260 million). Our target, therefore, is less than what has been envisaged in BFFA. We may have to give a second look at the target we have fixed in Saakshar Bharat if we have to bring ourselves anywhere near the EFA goal.

There are three other areas in BFFA which are relevant for us but find inadequate and not so forceful mention in the Saaskshar Bharat document. The *first one is "Developing or improving structures and mechanisms for the recognition, validation and accreditation of all forms of learning by establishing equivalency frameworks"* (page 3 para 12 (e) of BFFA). It occurs though rather inadequately at page 5 of Saakshar Bharat document under head "Objectives" and reads as *"Enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal educational system"*. This would need to be developed further. In concrete operational terms we need structures and mechanisms to be in place for the recognition, validation and accreditation of all forms of learning by establishing equivalency frameworks. This task could be entrusted to National Open School Society and State Open School Societies, Department of Distance Education and Learning in different Universities including IGNOU, New Delhi.

The second one is "Supporting the development of writing and literacy in the various indigenous languages by developing relevant programmes, methods and materials that recognize and value the indigenous cultures and knowledge while adequately developing the teaching of the second language of wider communication". (page 5, para 15(e) of BFFA). The bilingual literacy is a very important strategy for imparting instructional lessons to members of the ST community first in their own dialect which is spoken in tribal homes and thereafter switching over to the State Standard language as the medium of instruction at an appropriate stage. This strategy calls for a little elaboration.

More than 85% of the total tribal population in the country (numbering 80 million) is concentrated in eleven States namely Assam, Bihar, Chhattisgarh, Jharkhand, Gujarat, Maharashtra, Madhya Pradesh, Orissa, Rajasthan, West Bengal and Uttarakhand. There are 22 languages listed in the 8th Schedule of the Constitution while there are 1642 dialects which are used as medium of communication by the members of the ST community. Most of these dialects do not have any script. The dialects which are used as their mother tongue are:

Name of the ST community	Mother tongue
Bhil	Bhilli
Gond	Gondi
Santhal	Santhali
Bodo	Boro
Ho	Ho
Hali	Halabi
Munda	Mundari
Madhia	Madhia

It may be noted that there is no significant and uniform relationship between the members of a tribe and their mother tongue. Take for example, Orissa my home State which has 62 notified tribes but only 37 dialects. However, for the purpose of adopting bilingual literacy as one of our strategies in Saakshar Bharat the absolute number of people speaking a particular dialect in a particular region may be adopted as a reasonable norm or criterion. In concrete operational terms imparting bilingual literacy may involve the following:

- identify the names of ethnic groups whose members speak a dialect which is distinctly different from the State standard language;
- identify the language/dialect spoken by them;
- identify if primers in those languages/dialects already exist and if they can be termed as standard teaching learning materials;
- if there is no such primer one which will be bilingual in character and which will conform to the social, economic and cultural needs of specific ethnic groups needs to be designed in a workshop of creative thinkers, writers, artistes, visualisers and illustrators and in particular those who are conversant with the State standard language and dialects spoken by the tribal community;
- identify volunteers from within the specific ethnic group who are interested, wiling and capable with a modicum of training in andragogy to teach through the spoken dialect before switching over to the State Standard language;
- design an appropriate training module in a cascading mode of imparting training for the volunteer instructor so that they are thoroughly equipped

to teach a bilingual primer.

It should be noted and emphasized that teaching in the spoken dialect is a transition and should be designed to act as a bridge for the eventual medium of instruction which will be the State Standard Language. Such a switch over may take place after 50 to 75 PC of the lessons in basic literacy have been imparted. This is essential as without these groups speaking languages which are different from the State Standard Language will remain cut off from the national mainstream.

The third one is *"Lending greater support to systematic interdisciplinary research in adult learning and education, complemented by knowledge management systems for the collection, analysis and dissemination of data and good practice"* (page 6, para 16(f) of BFFA). Research does occur at page 26 and 29 of Saakshar Bharat document but the framework for research needs to be widened to include systematic interdisciplinary research in adult learning and education.

In early 90s the then Union Education Secretary – Shri Anil Bordia, an outstanding adult educator himself had conceptualized and put in place a National Institute of Adult Education (NIAE) for invigorating both pure and applied research in AE. Prof. Anita Dighe who was the first Director, NIAE is present in the distinguished audience. I understand that due to strange vicissitudes which are not of the making of Bordiajee this important institutional framework in research is no longer in place. I would like to crave the kind personal indulgence of Hon'ble Minister of State, MHRD to consider if Government could revive NIAE in the larger interest of giving a boost to such systematic interdisciplinary research as has been envisaged in BFFA.

I would now turn to Literacy Initiative for Empowerment or LIFE vis a vis Saakshar Bharat. Basically LIFE implies 2 things namely (a) literacy is a first major step to most other forms of learning (b) literacy programmes, if designed and delivered effectively can be a powerful tool for empowerment. Now what is empowerment? In the old NLM document it was clearly stated that functional literacy will enable the learners to identify the causes and factors which contribute to their deprivation and will empower them to grapple with those causes and eventually overcome them so that they can effectively participate in the affairs of the family, community, society and the nation. What is

empowerment has, however, not been defined in LIFE document. There are different ways of looking at the concept and practice of empowerment. Paulo Frierie, an outstanding Brazilian Adult Educator and Martin Bauber looked at empowerment in terms of critical examination of social construction through interrogation of the nature of one's social and historical situation through which critical faculties are allowed to fully and freely develop. In the context of adult education, dialogue between the teacher and the learner becomes a civilizing and humanizing agency of beneficial social consciousness leading it to informed choice and action as the ultimate aim of all teaching and learning processes. This is a refreshingly new approach what is known as the non-banking approach to AE. Sheila Rani Chunkath and Prof. Venkatesh Athreya in their book 'Literacy and Empowerment' have reproduced a beautiful Arivoli song on women's empowerment through literacy which is so enthralling that it makes all of us in the words of German Poet Goethe 'enraptured, feasted and fed'. To quote from the poem:

'Sister, learn to ride the cycle
And turn the wheel of life
See the little boy riding high
You too can learn and ride by
Women now fly planes and steer ships
Move with times and learn the tricks
Husband riding, wife on the pillion
Is but a story of the past
Wife riding, spouse behind
Sister, make it a reality fast'.

Empowerment basically means autonomy in the context of decision making or making choices. When there are alternative ways of doing a particular thing, a functionally literate person will first weigh and balance the merits and demerits of the alternative courses of action which are open and will eventually adopt that alternative choice which will enable him to perform or deliver in less time, less cost and optimal advantage to him/her. Ability to make informed choices implies access to information about a host of issues such as health, nutrition, environment, education and forces which operate in the world of work. Such an informed person would be able to take right decisions in right

time in right manner, would have control over forces which shape and influence the symmetry of human existence and conducts himself/herself as a mature, sensible, responsible and responsive adult would be able to participate in the affairs of the family, community, society and nation as a responsible and responsive adult. Let me illustrate this point by a live example from the ground. Mehaboobnagar in A.P. like many other districts in the country (Banda, Balia, Basti, Ajamgarh, Jaunpur in U.P., Navada, Lakshipur, Sarai, Rohtas, Muzaffarpur, Majhepura, Darbhanga and Madhubani in Bihar, South Rajasthan, South Gujarat, KBK region in Odisha, Bilaspur, Raigarh, Raipur in Chhattisgarh, Palamau, Chatra in Jharkhand) is a migration prone district. It is a predominantly tribal pocket without adequate access to avenues of employment which can be said to be stable and durable Members of the ST community who are landless, assetless and who have nothing to fall back upon get duped by allurements and false promises offered to them by middlemen called 'Maistries', receive advances from them and go to work at far away destinations. They do not know what awaits them at that unknown point. No sooner have they landed at the destination point than they become victims of a process of ruthless exploitation. They cannot easily extricate themselves from the worksite until and unless they have liquidated the advances taken by them. The advances do not get liquidated as the documentary evidence remains with the middlemen and the ignorant, illiterate and unsuspecting workers do not know how much advance was taken, how much has been adjusted with wages and how much is outstanding. Their women are victims of sexual harassment at work place while their children remain victims of educational deprivation. As they grow up they add to the ranks of unlettered persons.

Exemplary teaching learning materials which are designed as a part of adult learning and education for such persons should in all fairness enable them to exercise the correct option and discretion on the following:

- Should they migrate or should they not?
- Should they migrate on their own or through middlemen?
- Are they aware of the consequences of migration through both i.e. on their own or through middlemen?
- Can they grapple with these consequences and overcome them?
- Is migration absolutely unavoidable?

The answer to these questions and the consequential churning of the critical consciousness of the person who eventually makes up his mind to migrate or not to migrate is what Paulo Frierie calls conscientization. It is in this context that the concept, meaning, need, goals, objectives, strategy and methodology of LIFE are synonymous with those of Saakshar Bharat. The prioritized target groups in LIFE document i.e. women, out of school girls and their families, the poorest and the most marginalized members of the family are the same as in Saakshar Bharat. As far as goals and objectives of LIFE occurring at page 19 of the LIFE document, literacy is firmly on the national agenda with a tremendous amount of political will, commitment and determination (as evident from the launching of Saaskshar Bharat by the PM on 8.9.2009 in the presence of Hon'ble Minister, MHRD and MOS, MHRD). The presence of Hon'ble MOS, MHRD here reaffirms that commitment. As far as advocacy and communication are concerned these constitute core strategic areas for environment building as also for creating a sustainable demand for literacy in the Saakshar Bharat document. Page 8 of the document reads "A key aspect of the demand creation will be making visible to the learners the value, importance and relevance that literacy will have in their day to day lives".

In concrete operational terms, a Steering Committee namely 'Strategic Communication Group' (SCG) has been constituted by NLMA under the Chairpersonship of Hon'ble Minister of State for Human Resource Development to provide policy direction and guidance on the media and communication strategies of Saakshar Bharat. Another Strategic Communication Implementation Group (SCIG) has been constituted under chairmanship of DG, NLMA to support and coordinate the social mobilization campaign nationally. As an erstwhile member of the Second Group I am happy to share with you that the National Film Development Corporation (NFDC), a Government of India undertaking under the Ministry of I&B has been assigned to produce TV and Radio spots and designs for print ads required for media campaign under 'Saakshar Bharat'. NFDC has risen to the occasion and produced the following audio and video programmes and print ad designs (to be released through DAVP) based on two concepts. They are 'Kabhi bhi Kahin bhi' to advocate a flexible approach adopted under 'Sakshar Bharat'. (two video spots, five audio spots and print advertisement designs have been made based

on the above concept) and 'Faida hi Faida' to advocate benefits of functional literacy (four video spots have been produced based on the above concept). These programmes have been found to be very useful by the SCIG members.

I am further happy to share with you that BGVS which was the most vibrant supportive arm of NLMA in 80s and 90s and whose contribution to TLC – both conceptualization and operationalization has been invaluable has continued its interest to work for Saakshar Bharat and has submitted a proposal for undertaking a nationwide mobilization campaign covering 1000 GPs in 20 States. With proven credentials, the involvement of BGVS through a venture as this will stand Saakshar Bharat in good stead.

Let me share a live example of social mobilization through arousal of critical consciousness the way I had witnessed it in 90s and the powerful impact it left in the minds and psyche of the people by a BGVS cultural troupes' performance (Akshar Kala Jatha). The setting was Raichur, part of the erstwhile Nizam's Hyderabad – Karnataka region, dry, drought prone and backward in all respects. The Bharat Gyan Vigyan Jatha which commenced on 2nd October, 90 was about to conclude. In the wake of BGVJ and under the auspices of BGVS, an Akshar Kala Jatha was being staged in a remote village of the district. As the first servant of literacy I had the occasion to witness the jatha, which was being performed to illustrate the nexus between drought, unemployment, poverty, illiteracy, indebtedness and bondage. Landless agricultural labourers who were witnessing the jatha were moved to tears. I went and asked them 'why are you crying'. Quick came the reply in native Kannada which translated to English reads as under:

'How is it that we did not realize the depth and intensity of our plight on account of drought, indebtedness, illiteracy and bondage? How is it that nobody ever placed these issues before us so clearly as now. If illiteracy is the root cause of our poverty, deprivation and bondage we solemnly resolve to become literate from today'.

Page 22 of LIFE document emphasizes an intergenerational approach which promotes literacy among mothers and children simultaneously. This strategy will be relevant 2 specific situations. The first is the situation in which migrant women are placed along with their children who have accompanied them. These children will remain illiterate unless we have in place programmes for

imparting basic education to them through their mother tongue. The second is the controlled environment in which children upto 6 years have according to a direction of the Hon'ble Supreme Court in R.D. Upadhyay Vs. State of A.P. (1993) to be kept with their members (convicts as well as UTPs). Both constitute a fertile ground where functional literacy for adult mothers and simple alphabetical literacy for children upto 6 years can be simultaneously promoted.

While concluding I would like to make three remarks. Each country is uniquely placed. It has got its own geographical, topographical and demographical indicators, its own ethos and culture, its own peculiarities, complexities and sensitivities. While one can draw inspiration and strength from a couple of experiments abroad, it is not easy to replicate an experiment 100%, howsoever innovative, as the same may not gel entirely with our geopolitical and agro climatic conditions. While BFFA and LIFE are commendable initiatives/ experiments, they have taken shape and roots in a particular setting which may not be of universal application. Selectivity has, therefore, to be the key word. We need to cull out those parts of the experiment which fit into our setting and milieu. Secondly, it may be naïve or foolish to belittle the impact of whatever experiments have been implemented and which have taken roots in India. Whether it is Gram Shikshan Mohim or Farmer's Functional Literacy (FFL) or Functional Literacy for Adult Women (FLAW) or Mass Programmes of Functional Literacy (MPFL) each was conceptualized and acted upon in a particular setting. There have been problems, constraints and challenges but within the given limitations, they have made very valuable contributions which have made a difference in both rates of literacy and number of literates in absolute number (as is evident today). Thirdly, a National Mission is a programme but unlike other routine programmes, it has a societal character with a lot of urgency and seriousness of concern. Societal character implies involvement of all sections of the society – teachers, students, women, youth, employers, trade unions of workers, media professionals, NGOs, Voluntary Social Action Groups and individual animators who have a sense of pride, patriotism and distinction about the mission. This despite a lot of sincere and earnest efforts on the part of DG and his colleagues is yet to happen. Instead, the upper middleclass and the intelligentsia continue to display an air of

detachment or aloofness, if not indifference and apathy towards the mission as they used to do in 80s and 90s in the days of NLM - TLC. Many of them even today, nearly 75 years after the Indian National Congress at the behest of Bapu had launched a campaign for total literacy in the 6 provinces where the Congress had formed the Government under the 1935 Act suffer from mindsets like, 'Is it necessary? Is it desirable? Is it not dispensable? Can it not wait? These mindsets constitute the major threats to the success of the mission. While this is the picture at the upper strata of the society we have a tremendous creative potential at the grass root level which if harnessed in time can enrich and strengthen the foundation of the mission. There are first rate signers who can present the finest outpouring of human heart, first rate artistes who can perform on the stage, painters and sculptures who can infuse life into the inanimate with their brush. Many of them live and die unknown, unheard and unsung. We need to search them, trace them, bring them to the surface and involve them with the work of the mission. We need to recall what Gurudev Rabindaranath Tagore had written in Upahaar 100 years ago:

> 'Into the innermost recesses of human heart
> The waves of the universe strike us off and on
> That heart alone is sensitive
> Which receives the waves and repulses (if the waves are
> unfriendly and hostile)
> That heart reverberates the sound of the waves
> Which are friendly to mankind
> That heart does not know
> What is the time for food, sleep and rest'.

ICT and Economy on the Changing Dimensions of Education and Learning in India – A Double-Edged Sword?

Sayantan Mandal

The last four decades have witnessed a wide spread of modern Information Communication Technology (ICT) and the last two decades show its acceleration and overwhelming effect to all corners of the world along with a noticeable economic growth in India. With new inventions and constant innovations, the ICT has reached up to a level where it made itself available to the mass. During the last two decades, India also witnessed a rapid change, not just in the world of technology, but also in the world of economy and education. It is perhaps not an exaggeration to claim that ICT revolutionized India and became a boon for the economy, creating a new era of up surge in GDP (Gross Domestic Product) and a vision to become a knowledge society in future. It also promotes the global dimension of education and lifelong learning since it supports a fast change in the society and wants the education to become flexible, not only to be accustomed with the modernizing technologies, but also to be able to learn and contribute effectively in the economy. However, the growth on one side creates several challenges for the economically and educationally disadvantageous sides of India where the use of modern ICT for education is very limited. This perhaps poses a threat for an even more unequal ground for development. On one hand, less use of ICT can cause less development, and on the other hand, fast use of modern ICT creates the 'digital divide'. Is then ICT intertwined with economy can be treated as a double aged sword for the educational development for all? Could, ICT be accused for the unequal socio-economic development in India? Is ICT a tool for the development of only few who can afford and access it? There could be several questions like these. However, to understand the issue, we probably need to

look it from several vantage points and analyse the relation between ICT, economy and the changing dimension of Indian education critically.

It is a complex issue, as the relation between ICT, economy and Indian education are not only related with the advanced technologies, but also intertwined with the world economic activities and globalization. Therefore, to discuss this issue with a specific focus, this paper analyses policies and documents related to ICT and education, in order to find out;

How does ICT and economy help modifying the education and learning in India in contemporary time?

and

What are the major consequences of the changes influenced by ICT and economy on education and learning in India?

The main objectives of this paper are to find out how ICT, coupled with the recent economic activities, changes the direction and dimension of learning (formal, non-formal and informal) in India. It focuses on two main aspects. First, it tries to find out what are the elements, which are changing the direction of education to a more globally oriented one, which urges for more flexibility, use of modern ICT tools and a less state interventionist approach. Secondly, it also tries to see the other side, which is the underdeveloped side of the Indian economic and educational situation and tries to analyse why modern ICT could not make noticeable difference to change the traditional educational and learning paradigms in India and indirectly influence to follow traditional methods. As India follows a mixed and complex method of both education and learning, the paper often mentions education and learning together to include all (formal, non-formal and informal) its aspects. To discuss the issue while keeping the focus, this paper analyzes the issue form a macro perspectives and confines its analysis into the national level policies and relevant documents. It delimits from discussing the issue at regional levels acknowledging that India is a big and diverse country and micro scale analysis are also important to gain further insights.

The paper discuses the issue in two main sections, where in the first section it discusses how ICT and economy helps changing the Indian education and learning to a more globally oriented one and in the second section, it shows how the lack of several factors causing the Indian education and learning less

prone to the global educational scenario. This rather opposite views are summarised in a brief discussion afterwards in the conclusion section. It is the hope that this paper would add more insights to the understanding of the relation between ICT, economy and 'education and learning' in India in the contemporary context. To analyse the issue critically, it takes the help of several scholarly works including the works of Rizvi and Lingard (2010), Bajwa (2003) and Reddi (2010) among others. It also includes the analysis of the major policies, both from national and international levels. The paper starts to set the scene for the analysis in the next section, where the global educational dimension is discussed in brief, along with a short introduction of the overall relation between ICT, economy and education.

Setting the Scene

"Knowledge has become the principle force of production over the last few decades" (Lyotard, 1984). 'The world is experiencing a major shift from an economy and society based on mass production to one, based on knowledge creation. This shift has significant implications for the development of human resources and for changes in all of the components of the education system, not just the use of ICT' (UNESCO, 2011:4). Even beyond education and learning, ICT can represent a new source of economic growth and a powerful tool for social transformation. Hence through their economic and social effects, ICT can contribute in creating a knowledge society and economy' (Atchoarena in UNESCO, 2011). It helps us to become a part of the globalized world and kindles many other changes in the society. It is helping the way people interact with the world. Interaction through social networking sites help reunite friends, raise voices against corruption and autocracy, provides networking among the groups of various interests, enabling to explore different opportunities of learning and many more. Mobile phones today, are no more just a tool for talking or texting; it provides much more interactivity, information sharing and enables the user to learn. The 'traditional' ICT tools like radio, television etcetera are less interactive, but informative. Hence, they also play very important roles in providing learning opportunities. It can also be said that the modern ICT revolution has changed and somewhat minimized the importance of traditional learning methods. The practice of studying content, data, and so

forth are fast becoming less important and quickly being replaced by a learning paradigm, which focuses on the capacity to find, access and apply knowledge for problem solving. The traditional teacher-student relation is also being replaced with a more open and flexible mentor-learner relationship where the teacher is not seen as 'guru' or content of all knowledge, rather a person who guides to the source of knowledge. As the technology changes very fast, the learners are now supposed to be proactive and lifelong learners. This approach towards education is termed as lifelong learning and it is the agenda of development in many countries worldwide.

Acknowledging the importance of ICT, the emphasis is given on ICT literacy, analytical ability and the ability to solve problems and various other skills and competencies developments. (Khan & Williams 2007:165). In short, ICT is changing the way we learn up to a great extent. These have profound consequences on the Indian education and learning scenarios. As the global discourse of education and learning is highly pro-technology in nature, it promotes the use of ICT, almost ubiquitously. It is also recognized that the use of ICT can bring progress in educational achievements. However, problem arises as India is a highly diversified place and inequality in many socio-economic aspects is already very acute. ICT can further add up to this inequality by increasing the 'digital divide'. At the same time, ICT cannot be neglected. This dilemma provides the space to discuss the issue. The following section starts by explaining how ICT is influencing the present discourse of development through promoting both modern and traditional perspectives of education in the same country. It starts with how ICT promotes the global dimension of education and learning in India.

ICT and Economy as a Supporting Force to the Global Dimension of Education and Learning in India

In India, the path towards technology-induced development, especially associated with ICT, was given a vent in 1984 by the Congress Government under Rajiv Gandhi in 80s (Bajwa, 2003). In 90s, the stress on Information Technology (IT) become even higher and continued to grow, because of the National task force on Information Technology and Software Development in 1998, which aims to establish India as a information based superpower in a

decade. Later the ministry of Information Technology (1999) was set up followed by another task force on information technology as a knowledge superpower, which aims to upgrade Indian economy and society based on the educational development of all (primary, secondary and tertiary; formal and non-formal) sectors. In the mean time, the economic liberalization tied with the growing development of the tertiary sector helped India to become one of the top ten fastest growing economic in the world (Bajwa, 2003). These provide a stronger base for India to focus on educational changes to attain a competitive worldwide position.

However studies on the Indian economy show that the changes in different economic sectors were not gradual. That means it did not follow a linear path of moving from an agricultural economy to a manufacturing economy and then to a service based one. Largely Indian economy, in its pre liberalization era was dominated by agriculture and that too with very rudimentary machineries. However, the liberalizations of economy in 90s, as stated earlier, also brought major changes in the world of ICT in later stages. Before that period, importing and exporting of goods were difficult and sluggish. In the fast changing world of technologies, India was lagging behind. But in the post reform period, businesses surged up. Bangalore (now Bengaluru) became the 'Silicon Valley' of India. Now there are ICT clusters in many major cities in India. It portrays a developed India inside a developing country framework. x

The total growth of this sector over the years is mind boggling. 'The Estimated GDP generated in the ICT sector has increased from Rs. 656 billion in 2000-01 to Rs.2530 billion in 2007-08, which amounts to a compound annual growth rate of 21.3 per cent. The CSO estimates that the share of the ICT sector in total GDP has risen from 3.4 per cent in 2000-01 to 5.9 per cent in 2007-08. ICT services dominate the ICT industry and over time the share of ICT services in total GDP has increased from 3.1 per cent in 2000-01 to 5.5 per cent in 2007-08 (Chandrasekhar, 2010). The Indian software and service an export including ITES-BPO is estimate US $ 49.7 billion in 2009-10 at an increase rate of 5.5 percent. This is coupled with the growth of telecommunication market. In recent years it is one of the fastest growing telecommunication markets in the world (UNSTATS). Recently, the share of internet has increased dramatically and now it contributes nearly 5% of GDP growth (nominal I local currency) and it is

growing at a rate of more than 20 percent (OECD national accounts, McKinsey analysis). India, here is leading the growth component followed by China (McKinsey, 2011). All the major companies like HP, IBM, Dell, Microsoft, Intel and many others are investing more on ICT sectors in India. All of these trends predicts that Indian ICT market will continue to grow and this has made this sector an important player in the service lead development trajectory and help India to rank 11th among the top service exporting countries. Not only that; the ICT market in India is growing at a rate of 33 percent during the last the past five years and also accounted for 5.2 per cent of India's National GDP during 2003-04 (Jain and Agrawal, 2007: 41).

Although India enjoys the fruits of ICT, it is increasingly facing competitions at an international level. In the 'Knowledge Economy Index' (KEI) 2012, India ranks 110 with a score of 3.06 out of 10 which is 9 rank below its previous rank of 100 in 2008 and 6 ranks below its ranking of 104 in 2000 (World Bank, 2009, 2012). However, it is not only the individual ranking that matters. China, the neighbouring giant ranks far ahead than that of India (18 and 23 individually and jointly with Taiwan and Hong Kong respectively, in 2009). Countries like Brazil (KEI Rank 54 in 2009), South Africa (KEI rank 65 in 2009) and other developing counties are coming up as potential competitors. In another report by the World Economic Forum (WEF), India ranks 48th in the Network Readiness Index (NRI 2010-11), which is five ranks below from its previous rank. China, on the other hand ranks 36 and made significant progress. In fact, china has leapfrogged 23 positions and features among 10 most dynamic countries worldwide. In terms of improvement in Asian countries; Indonesia, Sri Lanka and Vietnams have been the fastest improving economies along with China since 2006. (WEF, 2011:24). As a result, in spite of the progress in the number of mobile phone users or increased business in tertiary sector, India's rank has not improved over the past half decade. This shows that it is not enough to be just good; rather India should be globally competitive as a nation to keep the sustainability of the growth it is enjoying now. These senses of competition, which can be considered as a by-product of globalization, influence India to follow a global path of liberalizing market, improving physical infrastructure etc.

However, the real challenge is the virtual non-existence of quality human resource. Several reports have raised their concerns about the inadequate numbers of quality science and technology gradates in India. Even in the Indian Institute of Technologies (IITs) the quality of students has declined (Narayana Murthy, 2011). Contrasting, but the truth is that the 'nation that made 'off shoring' a household word, finds itself short of useful human resources to meet the demands. Today, 75% of technical graduates and more than 85% of general graduates are unemployable by India's high-growth global industries, including information technology and call centres, according to the National Association of Software and Services Companies' (The Wall Street Journal, 2011). This is causing several problems. First of all, in a competitive situation, below quality graduates means jobs moving to other countries. In long term, this also indicates towards a less feasible innovation system, which could also mean a less sustainable development for India. Thirdly, it questions the traditional, bureaucratic and often-outdated (without a few exceptions) education system, which is unable to produce decent quality graduates who has the basic necessary skills to be employable. It in fact, questions the entire education system, not just because the graduates are not sufficiently skilled to be hired, but to the system which aims mainly at passing exams. This narrow aim, in most cases, overlooks the actual learning, skills and competencies development of the pupils. This rather triggers another question of how to change the mind-set of the students, teachers and educational authorities that a degree does not necessarily mean knowledge. However, in spite of the negative impact of the education, the demand of (and for) ICT is still on the rise. Still now, from both international and national standpoints, India is a cheaper and quality place for ICT based economy. It is a growing market as well. However, to exploit this opportunity, it needs a constant supply of a large number of highly capable human resources, who can execute the ICT based works for the global and local market and be sufficiently innovative to take this into the next level to lead India from a service supplying economy to a service consuming and producing one. Therefore, the demand here creates an urge to promote educational and learning opportunities for the national economic development.

This also demands a flexible education system and learning environment, which secures a constant and sufficient supply of human resource to the ICT

arena starting from the very basic level of primary education and all the way to the top, including the non-formal and informal areas of learning. It also urges for an ICT ready country for the expansion of the economy. The International organizations promote this vision as well. World Bank clearly puts forward the idea that the 'opportunities for countries in the developing world to become successful knowledge based economies are plentiful, and leapfrogging is a real possibility' (World Bank, 2007:167). Based on the pillars of Knowledge Economy (education, innovation and ICTs), it prescribes that 'India should continue to leverage its strengths to become a leader in knowledge creation and use. To get the greatest benefits from the knowledge revolution, the country needs to press on with the economic and education reform agenda that it put into motion more than a decade ago and continue to implement the various policy and institutional changes needed to accelerate growth. The necessary reforms include a overhaul in the educational system, which not only should include a development plan for ICT skills, but also include other soft skills development, such as problem solving, analytical skills, group learning, working in a team-based environment, and effective communications, among other. Once required only of managers, these skills are now important for all. Fostering such skills requires a learning system that is flexible; basic education should provide the foundation for learning, and secondary and tertiary education should develop core skills that encourage creative and critical thinking. Non-formal and informal learning should accompany as well. According to the World Bank, it is therefore necessary to develop an effective lifelong learning system to provide continuing education and skill upgrading to persons after they have left formal education in order to provide the changing skills necessary to be competitive in the new global economy (Dahlman & Utz, 2005).

Since the aim of India is to become a knowledge society based on building a knowledge economy, the World Bank recognizes that, 'Education is the fundamental enabler of the knowledge economy and with ICT uses becoming all-pervasive and its impacts transformational. It has become an essential backbone of the knowledge economy' (Dahlman & Utz, 2005), there is a high preference of promoting the global dimension of lifelong learning as the attributes supports the core component of modernizing India based on ICT. In

fact, all the major international organizations (e.g. World Bank, OECD, UNESCO etc.) recommend educational restructuring focusing on the changes the ICT brings to the society. Here it can be seen that the focus is on the 'perceived labour market needs of the global economy and a process of developing education to take advantage of the knowledge economy' (Rizvi and Lingard, 2010:82-117).

In addition to the changes in the formal education sector, ICT provokes new ways of learning through informal and non-formal ways. For example, the combined approach of affordability and regionalization help ICT to grow and become an enabler of lifelong learning in India. For instance, although the dominating language in ICT world is still English, but the trend is to provide ICT services in regional languages (WEF, 2011). The reasons are to tap the non-English speaking market and to outreach many more people. This increasing dominance of regional approach helps ICT in India to grow in a much faster speed. More and more people, who could not use the services before, are now getting benefited. Farmers and fishermen are using the technology to get weather forecasts; market conditions (demands and selling price etc.). Recently the service is being provided through mobile phones, a more secure and accessible mode of communication in India where internet connection and speed is still not satisfactory and many places suffer with power cuts. It is effective, since in India, on average, there are 44 mobile subscriptions per 100 populations and one third of that is rural population (WEF, 2011). A growing number of mobile stores and reappearing centres also help to earn and learn new technologies and helps enabling users about the ICTs. This informal and non-formal ways of learning is contributing in the changes of learning in contemporary India.

The policy response regarding the advancement of ICT, changing global economic interactivity and influence of international organizations are quite interesting to look at. In the same line with the previously set up task forces, the recent national five year plans (10th, 11th and 12th) start to recognize the 'competitive advantages of brain power, assimilate and adopt spectacular developments in system integration and technology'. The recent Plans want to harness them for the national growth in today's knowledge-based world economy soon after, it realized that technology and knowledge could be a tool

to give India a competitive advantage (Bajwa, 2003). Rizvi and Lingard (2010: 80) demonstrate this urge for change as a result of an 'enormous pressure on educational systems' to not only to develop the formal educational system, but also to align all other educational systems capable of handling the requirements of the global economy. The 11th planning commission largely supports this claim by saying that;

Science, technology, and innovation are even more relevant today. Scientific knowledge and expertise, innovation, high technology, industrial infrastructure and skilled workforce are the currencies of this new era (Planning Commission-Govt. of India, 2011:165).

The planning commission also recognizes that more and intense improvements are necessary in the science and technology sector to support the national economy. It recognizes the international competition and challenges, and seeks to develop an innovation eco-system with;

- an education system which nurtures creativity;
- an R&D culture and value system which supports both basic and applied research and technology development;
- an industry culture which is keen to interact with the academia;
- a bureaucracy which is supportive;
- a policy framework which encourages young people to enter into scientific careers and
- an ability to scan scientific developments in the world and use technology foresight to select critical technologies in a national perspective. (Planning Commission- Government of India, 2011:165)

As a step towards progress in the digital development, India has set up a National Mission on Education through ICT to provide better internet connectivity in the higher educational institutes. Efforts are being made to translate the ICT related books form English to regional languages. Radio reached almost all over the country, the cable television network is broadcasting 24X7 in various regional and international languages, telephone access reaches almost everywhere through the 'public' telephone booths and now spreading rapidly with the public and private mobile telephone services. In the major documents, the government recognizes that the importance of ICT literacy as a first step towards the knowledge society. In the formal and non-formal

educational sectors, use of computers is being promoted. To promote the access even further, Indian government has introduced the cheapest tablet computer named 'Aakash' (meaning 'sky') for students at a subsidized price of just $35.

The government also promotes public private partnerships in developing ICT based and market oriented training modules, promotes private institutions in ICT based learning. The vocational institutes are encouraged to become ICT equipped wherever possible. Libraries are facilitated to be electronically accessible and encouraged to work with the government to create, store, disseminate knowledge based on ICT platform, and promote information literacy initiative by collaborating with different entities (e.g. teachers) and so on. To promote literacy initiatives, the government mainly takes the help of television and radio as major tools. Several pilot projects (e.g. PREAL, Khilti Kaliyan, Chauraha) are executed in different regions using ICT. To use the existing infrastructure in public schools to promote ICT learning for out-of-school youth, 'Bridge to the Future Initiative' (BFI) programme has been undertaken in South India. Some major projects are running or completed with foreign funding. The Commonwealth of Learning (COL), a pilot project with the 'technology based community learning centre' model, was sponsored by the British Department of International Development. 'The ICT Application for Non-Formal Education' project aims at enabling learners to expand their livelihood opportunities and assist them in improving their quality of life. The development of dedicated software for literacy development can be seen in the 'Tata Computer Based Functional Literacy Programme (CBFL). Intel's initiative to develop teacher-professional development by the 'Intel-Tech' programs spreads in many countries including India, with the mission to 'accelerate 21st century education for the knowledge economy as a trusted partner to governments and educators' (Intel, 2007). National Knowledge Commission (NKC) recommended several measures to make Indian higher eduation more ICT enabled, more autonomous and competitive. The University Grants Commission (UGC) has devised an action plan for academic and administrative reforms, ICT skills development is being promoted via vocational education and trainings. Overall, the government put much more effort to promote the ICT education and development keeping in mind the competitive global labour markets (extracts from the major documents

including the XI Five Year Plan, Govt. of India, 2011).

Overall, it can be noticed that, on policy, the government recognizes the fact that ICT is a necessity of the modern world and therefore educational reforms are must. It also recognizes that the education has moved out from its traditional shell and entered into a more open learning paradigm which is also, in many extends, ICT dependent. The changes ICT brings to the Indian education sectors to foster the global dimension of lifelong learning is in turn also a matter of national interest. It is related with national economic development and individual success in twenty first century. It is a benchmark tool for Indian dream to become a knowledge superpower. Here ICT is changing the dimension of education through liberalization; privatization and globalization constitute the current social, economic, technological and political space (Reddi 2008). Following Jarvis's theory (Jarvis 2007 and 2008) it can be said that the global superpowers (multinational firms, powerful government etc.) are, in many ways controlling the world market of ICT and as India is a big contributor in the supply of services, it has to cope with the changing learning paradigms to sustain and keep growing. The positive forces are coming from the international organizations supporting the global paradigm of learning. According to Reddi, "We no longer have a choice. It is no longer an 'if' but 'how' to deploy the technologies optimally" (Reddi 2008). In a similar way, ICT gets a ubiquitous 'yes' from all stakeholders. These overwhelming influences and potentiality of ICT were understood by India in 80s and from there, the technological advancement has helped India to leapfrog a long way towards the economic maturity. These positive results also work as a supporting force to change the other not so technology dependent sectors and work as a catalyst of educational development in India. Here, the relation between ICT and global dimension of learning are rather complementary and it has improved the standards of lives to a great extend. Therefore, to consider it only as an influence of the multinational firms and global capitalism would limit its scope. 'Education' here seems embracing the global lifelong learning paradigm, which is already liked with the ICT revolution and aims to be global in standard wherever feasible.

However, ICT, in spite of influencing many changes in the economic direction, technological orientation and communication revolution also helps

creating several pitfalls and negative situation where the global lifelong learning can be questioned. Along with this, there are several other issues related to ICT in India, which limits the scope of the global dimension of education and learning in India. The next section elaborates on this issue in detail.

Limitations of ICT and Economy to Support the Global Dimension of Education and Learning in India

"Paradoxically, ICT is both the problem and the solution to lifelong learning. It is an immense problem in the kinds of dis-benefits it brings. [...], However, the fact is that ICT is producing a major change in both the content and the processes of learning, such that we do not have the option of ignoring it" (Mason, 2004).

This above comment may refer to the point that the limitations of ICT are not similar to the drawbacks of different economic ideologies or social-economic-educational reform strategies. In addition, the resistance to ICT, in this case, is not prominent in the form of a total 'no-no'. Rather it highlights the problem ICT brings coupled with the neo-liberal economy. Overall, it could be summed up in two alluring terms of 'digital divide' and 'knowledge divide'. ICT, with its up-to-date and sophisticated inventions and innovation accelerated the Indian economy and some, who are not directly linked with ICT industries, have also got benefited. Nonetheless, overall, ICT holds limited potential to spread the wealth to the poorer section of the society (Dreze & Sen, 2002). Unlike the havy manufacturing industires, ICT based industries generates few opportunities for the unqualified and hence it initially contributed effectively in establishing a wider 'digital divide' (Konana & Balasubramanian. 2001). Further studies show that when the ICT boom started in the states of Karnataka and Maharashtra there were no ICT policies and the industries ware mostly driven by private sectors. That resulted in an unequal distribution of wealth and knowledge where the section with more knowledge suddenly became rich and other half without necessary education stayed poor or become poorer in comparison. As ICT industries, unlike other industries, are more flexible in welcoming resources (here human resource) from all over the world, it bothers less of reforming the local resources into effective resource. Moreover, as India produces a huge number of graduates each year and people are more flexible

to travel for jobs, it is easier for the industry to select the best among many without concerning about the overall development of the actual learning of the nation. However, to understand the issue, it is necessary to dig deeper, where it reveals that in India, the problems are many and appear from different directions. It can be broadly and roughly classified in the following segments;

- Mode of ICT tools– Old vs. New
- Affordability
- Unequal access
- Lack of infrastructure
- Lack of understanding
- Other barriers – political, social, religious, gender related etc.

Starting with a theoretical argument, which shows that, by definition, ICTs are basically information-handling tools- a varied set of goods, applications and services that are used to produce, store, process, distribute and exchange information (UNDP, 2001). Therefore, by definition, it covers every information and communication tools. However, in practice, it is broadly synonymous with computer and related modern electronic communication technologies. In fact, the UNDP document classifies them into two broad categories, namely the 'old' and 'new'. The old includes radio, television and telephone and the 'new' includes computer, satellite, wireless technology and internet (UNDP, 2001). However, 'what is old and what is new'; Livingstone argued (Livingstone, 1999). According to Livingstone, it is 'time' and 'space' relative and hence subjective. Reddi (2008) also supports the argument that what is new in the West (developed West) is not necessarily so for the rest of the world (Livingstone 1999 in Reddi, 2008).

In case of the ICT movement in India, it has been mainly depended on the so-called 'old' ICT tools and has recently been started experimenting with the 'new' once. In fact, many new programs India are based on 'old' ICT tools. According to UNESCO, both 'old' and 'new' ICT tools are useful in learning (UNESCO). However, new technologies are more interactive and hence offer more self-learning opportunities compared to radio and television, which are mostly non-interactive. Internet alone makes a huge difference. The use of mobile phones can be mentioned in this regard, but the efforts by this mode are still on an experimental level in India. Therefore, in theory, people who can

afford and/or get access to modern ICT tools, learn more and faster compared to others. They are likely to become more creative and not just become passive listeners. The possible consequences include that the users of old technologies will be far behind than the users of newer technologies. The gap will increase further. Secondly, the users of new ICT tools have better learning and employability opportunities in future, since the world is moving towards a knowledge society based on modern technologies. However, at present, the statistics shows a limited scope for this, for India. It shows that there are only 5.1 internet users per 100 people and broadband subscribers are less than one (0.6) per 100 people (2009-10) in India. The internet access in schools is not adequate and the speed is often slow. As a consequence, India ranks 118 with a score of 5.1 (out of 10) and countries like Zambia, Botswana and Libya are ahead than that of in India. China is far ahead with a rank of 75. Apart from the internet, the number of household with a personal computer is also low and India ranks lower than that of Ghana, Kenya, Sri Lanka and Pakistan (data 2008, source – World Economic Forum, 2011). However, the problem does not stand alone. It is coupled with other factors like afordability, unequal access etc.

Affordability is certainly another crucial factor in India to promote ICT. Even though, globally ICT is becoming cheaper, it is not so for many Indians. Having a personal computer is unthinkable for many who cannot even afford electricity connection due to their poor economic condition. For some, it can cost a month's salary or more (Dighe, 2008). In these circumstances, the government need to step in and support with different mechanisms. The good news is it is happening in some states (e.g. Karnataka with the private partnership of NIIT). The effort to provide tablet computers at a subsidized price can be mentioned here. Mr. Kapil Sibal, said that it will enhance learning in India as it will be able to reach to the masses. In his words; "The rich have access to the digital world, the poor and ordinary have been excluded. Aakash will end that digital divide" (Sibal in BBC, 2011). The future will provide the answer; however, the efforts are far less than sufficient for the whole nation of more than a billion people. The future of ICT based learning is, thus, not very promising for many.

Reddi shows his concern saying that there are likely to be four levels of learners. The first level of learns are those who can afford the high cost of

education. They will get best educational facilities and infrastructure. The second level will consist of intelligent and competent students, who are initially unable to afford the cost of education but will be able to get it through the public institution on the basis of their outstanding merit. This group will soon catch the first level of learners. The third level will consist of academically and financially poor students who have to get education from lower quality institutions and hence likely to be more backward in future. The last group will consist of the illiterate and poor and they are less likely to be able to improve their learning conditions and standards up to any satisfactory level needed for 21st century (Reddi, 2008). Furthermore, it can be already seen that economically advanced regions tend to pay more for ICTs. For example, urban areas are better ICTs equipped than that of rural regions. The World Economic Forum shows that 22 percent of urban population spends 51 percent of the total ICT spending in India and the rest of 49 percent spending is done by the 78 percent of rural population (World Economic Forum, 2011:49). "The real challenge is [therefore] to promote the effective application and use of ICTs throughout the economy to raise productivity and growth, not just in a few pockets. Ensuring that the benefits of ICTs are shared by all requires an enabling environment for ICTs" (Dahlman & Utz, 2005). Hence, afordability of ICTs, although alarming, but not the only main problem.

There are many places in India without a broadband network or electricity connection. Many rural and semi-urban areas are suffering with severe power cuts, the versatile FM radio networks are mainly limited to cities and its pereferies, Internet uses via mobile phone is increasing in the urban areas but not so much in the rural areas. There are more apart form these rather technical drawbacks of accesibility issue. There are faults in planning as well. The content is often not relevant, local and timely and hence although available, is often not accessed. Furthermore, preparing the multimedia contents in local languages is a great challenge and it has not yet been overcomed fully. The learners are not often not consulted while preparation of materials and contents. The contents often come as a result of the top-down mechanism India follows and hence it is not rooted in groud realities. These discriminations makes ICTs practically less useful (Reddi, 2008). However, discrimination can also happen at houseold levels. In India, girls in many places are prevented from using ICTs

freely and women users of internet represents a much smaller number (Indian Telecommunication Union, 2002 in Dighe, 2008). Rural, illiterate and rural women are often not given the ownership of control of the means of communication with the perception that they cannont handle the technology (Reddi, 2008). These are serious problems of access which prevents india to stick to its traditional method of classroom education and less spontenious learning. Coupled with these, there are other problems too. In a sub-tropical country like India, the installation and maintainance cost of a computer is much higher. It needs an air condition and machines should be prevented from dust and other natural hazardous objects. Most of the money is therefore spend on establishing the hardware, that often there is not enough money left for the actual training or planning. The result are either rejecting the modern ICT methods or stick to its minimal use which results in a less satisfactory output. In addition to these, there are problems of caste discriminations, poverty and many more; some of which are discussed earlier and also related with the drawbacks of the educational progress of the nation.

There is another very serious problem related to 'perception'. There is little recognition that ICT can be used to truly enhance lifelong learning. Many think that it is merely another educational tool and hence do not utilize the full potential of it. There is lack in teacher training to use ICT properly. In many places, the practice is to use computers as a tool to make power point presentation, which is barely any significant up-gradation from the old overhead projections. There is lack of understanding that the style of teaching has to be changed. As Mr. Sam Pitroda (Advisor to the Prime Minister, India) clearly points out;

Teacher today spends most of his or her time in delivering content and creating content. Content is already created on internet, there is no need for teacher to deliver content. Role of a teacher will have to change to that of a mentor. All of these models will change the way we used to look at education (Pitroda, 2010).

It is seen that; in many cases teachers do not feel comfortable to change their teaching style and also resist inclusion of ICT in the everyday education system. They often feel threatned and further challenged when told that they have to use ICTs. They feel scared that they might loose their job and will be replaced

by the ICTs (Reddi, 2008). This lack of understanding, sometimes coupled with negetive political will and poor planning and regulation work negetively for the promotion if ICT induced learning in India.

Conclusion

From the above discussion, it is perhaps understood that ICT is an important, dynamic and inavitable learning tool in the present world. ICT helps not just in the formal learning, but also in the informal and non-frmal learning sectors. Hence the proper planning and successful use of ICT can lead to individual and national development. It may help to achieve better educational attainments and better utilization of the human resources and in result, could provide possibilities for economic devlopents. However, on the other hand, there are several problems, directly or indirectly related to the progress of ICT, which gives ICT a rather negetive perception in the society. This negetive perception can sometimes convay a negetive impression that ICT is causing the divide. Here, it is perhaps important to mention that:

Technology is a double-edged sword. In the 20th century, rapid technological advances led to rising standards of living, literacy, health and life expectancy. They also made possible a century of more deadly warfare, the industrialization of mass murder, global warming and ecocide. The promise of ICTs for the 21st century likewise presents both opportunities and challenges. ICTs, like all technologies, are tools. How they are used depends on the user and the context (UNDP, 2001).

UNESCO recognizes that under the right conditions, it is believed that ICT can have a monumental impact on the expansion of learning opportunities for greater and more diverse populations, beyond cultural barriers, and outside the confines of teaching institutions or geographical boundaries (Haddad & Draxler, 2002 in UNESCO, 2002:11). However, the situation in India in relation to the use of ICT is by far close from 'right'. On the one hand, the government initiatives are inadequate and unevenly placed. In remote and economically disadvantageous areas there is no or poor infrastructure for internet, computer, or even electricity lines. On the other hand, gender, economic and educational discriminations against the use of ICT is still present. Moreover, teachers, who are educated, sometimes resist ICT enabled learning methods or use it

minimally. Although the situation has improved a lot, but from the governments to the teachers, taboos and limitations related to modern ICT could not be overcome yet. In the form of a traditional teacher-student relation, use of traditional tools and teaching styles, use of backdated and outdated study materials and finally the inability to understand, implement and act according to the changing globalized society has reduced the scope of ICT in India. Rather it indirectly continues to support the traditional perspective of education in the developing section of India. On the contrary, flood of ICT keeps bringing new opportunities for some who are either able to afford, understand and use it.

In the midst of this rather diversified, somewhat contradictory and overall confusing situation, one thing is clear- theoretically; ICT can provide endless learning opportunities. However, in practice, the possible consequence is a future towards more 'digital and knowledge divide' as the developed section will continue to grow at a rapid pace and the gap is tend to grow even larger, unless further initiatives are taken. The initiatives to spread the benefits of ICTs to all and prevent it to become a double aged sword, planning should be based on scientific facts, practical situations and statistical evidences, and not on common naive perceptions. In this regard, the planners may look at other countries with similar conditions, where they have effectively implemented some methods. Here, one thing to note is that there cannot be any ubiquitous solution for the whole nation.

It also seems important to get rid of some over-simplified perceptions regarding ICT, economy, education and development for all. Instead of carrying a naive believe that the goodness of ICT and the economic benefits of the developed service sector will trickle down to all, it seems important to plan early to prevent the increasing digital divide. The analysis of Rizvi and Lingard also shows that in a developing economy (like India), success depends on people's knowledge stock, skills level, learning capabilities and cultural adaptability. Therefore, policies are encouraged to go beyond deregulating the market and actively promote reforms of education and training so that it can better contribute in the national development (Rizvi & Lingard, 2010). How to use the potential of ICT as an immensely effective learning and developmental tool for all is a challenge, and proper planning needs further micro level studies to find out specific micro-scale solutions. Nonetheless, following the UNDP's

view, it could be said that, in present economic situation, ICTs can be a 'double aged sword' or a 'highway for learning and development' depends on the users and how they use it in the present globalizing Indian context.

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Sustainable Library Strategies for Adult and Lifelong Learning

M. V. Lakshmi Reddy

Inter-relationship between Libraries and Adult & Lifelong Learning

Lifelong learning is the continuous process that promotes knowledge, skills, attitudes and practices throughout the life of an individual. It occurs through experiences gained in formal, non-formal and informal settings or situations in the course of lifetime of an individual. These learning experiences could be the result of teaching, training, counseling, guiding, tutoring, mentoring, apprenticeship and other educational activities and situations. Adult education is the most productive and longest period of lifelong learning. Literacy is just the essential means for equipping a person to continue to learn throughout his/her life and the sophisticated components of adult education such as continuing learning, compensatory learning, learning for development, etc form integral part of lifelong learning. Adult education, thus, encompasses literacy, post-literacy, continuing education, skill development, awareness-building and other educational activities meant for development of adults. The international conferences on adult education (CONFINTEA I-VI) held at Elsinore in Denmark (1949), Montreal in Canada (1960), Tokyo in Japan (1972), Paris in France (1985), Hamburg in Germany (1997) and Belém in Brazil (2009) have also laid emphasis, among others, on promotion of literacy, post-literacy and continuing education in the context of adult and lifelong learning.

According to UNESCO Institute for Education (1984, quoted in http://springerlink.com/content/p2512022637751qh/) post-literacy and continuing education takes into account the sum total of measures and actions taken to enable the new literates to practice their skills and widen the knowledge they had gained in the preceding phase i.e. literacy phase. It entails a continuous

process of improvement and greater mastery of personal environments for self-advancement in various fields, both academic and practical. According to it, the broad goal of post-literacy and continuing education may be translated into the objectives of remediation, continuation, application and communication.

- Remediation aims at providing an alternative system of educational advancement for new literates, young people and other adults.
- Continuation is designed to ensure retention of acquired literacy and other skills and the creation of an alternate environment through rural libraries, rural newspapers, radio and cinema programmes, etc.
- Application attempts to improve the adults' knowledge, skills and understanding related to their language, occupation, environment, economy, growth and development, and so on.
- Communication develops adults' democratic and co-operative endeavours, leadership skills and attitudes and increases their knowledge about the country's history, culture, polity, etc as well as a wider conception of the world and international affairs.

Lifelong learning needs and interests of adults can be effectively taken care of by the independent and collective or collaborative efforts of libraries and adult education institutions at different levels. The functions of libraries and adult education (institutions) are complementary and supplementary to each other as both aim at bringing the benefits of education to the public or masses. Thus, adult education and library services, with their symbiotic relationship, have identity of aims or unity of purpose, i. e. promotion of continuing education and lifelong learning. While adult education is dynamic in nature and purpose, library is more stable agency and yet can instruct, inform and mould minds and lives of people with its dynamic approaches, latest data and information.

The integral connection between public libraries and adult education was recognized at the international level as early as 1949 when delegates from 29 countries met in Denmark at the International Conference on Adult Education. The Conference supports UNESCO's Manifesto which proclaims its belief in the public library as a living force for education, culture and information, and as an essential agent for the fostering of peace and spiritual welfare through the minds of men and women. UNESCO therefore encourages national and

local governments to support and actively engage in the development of public libraries. The public library is the local centre of information, making all kinds of knowledge and information readily available to its users. The services of the public library are provided on the basis of equality of access for all, regardless of age, race, sex, religion, nationality, language or social status. Specific services and materials must be provided for those who cannot, for whatever reason, use the regular services and materials, for example linguistic minorities, people with disabilities or people in hospital or prison. All age groups must find material relevant to their needs. Collections and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and conditions are fundamental. Material must reflect current trends and the evolution of society, as well as the memory of human endeavour and imagination. Collections and services should not be subject to any form of ideological, political or religious censorship, nor commercial pressure (http://www.unesco.org/webworld/ libraries/manifestos/libraman.html).

It is, therefore, essential that the existing public libraries of various categories are enriched, expanded, developed and reorganized to take up the work of adult education by storing and sharing all kinds of books and non-book materials that have relevance to improving social, educational, cultural and economic conditions of adults and the society as a whole. In addition to that, there is a need for institutionalization of adult education centres with suitable library facilities for enabling the adults to sustain and advance their skills and abilities for reaping the benefits of literacy, adult education, development and welfare programmes. The roles that a library can play or the services it can provide in promoting adult and lifelong education in the local-specific contexts should assume high priority. In general, library has three distinct roles (Joshi, 1996, pp.64-65): first, as a supplementary aid to other agencies; second, as an independent agency; and third, as a stimulating and motivating force taking a leadership role. Basically, a library provides three types of services -- provision of books, information service, and referral (reference) service. In the field of adult education, it can play more proactive and dynamic role by extending its services to include much more than just the above three services. For instance, in the United States, a library provides adult education service under six general

categories of service (Kaula, 1996, p.5):
1. Supplying books, films, recordings, tapes and other learning materials;
2. Planning educational activities;
3. Advising the community on subjects, methods and materials;
4. Training the readers and librarians in skills and techniques necessary for adult education activities;
5. Informing about the opportunities available through men and materials; and
6. Organizing all possible activities to further adult education.

But, the factual situation in India is that we have the developed university and college libraries, science and research libraries but inadequate and underdeveloped school, rural and public libraries at the grassroots level for promotion of adult and lifelong learning. It is unfortunate that the grassroots level libraries, which have greater relevance to post-literacy, continuing education and training of the masses in various aspects of life, could not be established on permanent basis -- more so in the remote and rural areas.

Adult Education and Grassroots Level Libraries: An Overview of the efforts put in India – Need for Sustainable Library Strategies

An effective grassroots level public library system could go a long way in promoting a literate environment and in meeting the diversified and growing educational needs of adults in rural and other remote areas. Grassroots level libraries and community resource centers are recommended as the integral components of literacy and non-formal education programmes since they can also help in demonstrating and providing access to new information and communication technologies. The Government of independent India has recognized the importance of libraries in promoting post-literacy and continuing education of adults and made attempts to establish libraries at the grassroots level.

*   During the First Five Year Plan period, in early 1950s, some efforts were made to establish libraries as part of Community Development Projects, where a provision was made in the schematic budget of each development block for social education under which old libraries could be supported as well as new libraries could be set up. A number of libraries were set up under this provision and they served a useful purpose. In most of the States

the Social Education Workers looked after the task of circulating books and were expected to manage small circulating libraries, and the village level workers were to distribute books to the participating adults. Unfortunately, with the diffusion of social education programmes and abolition of the posts of Social Education Workers in many States, the programme of establishing libraries and providing library services to the community received a major setback.

- The Mohan Sinha Committee on Literacy Among Industrial Workers, in its report submitted in 1964 said that the cheapest and the most effective, and even otherwise the most desirable, method of providing for and enabling the neo-literate adults to keep their literacy skills in working condition is the public library system (See Sachdeva, 1996, p.38. Also see Shah, 1999, pp.79-87).

- Subsequently, other Five Year Plans, Annual Plans, and a number of other policy documents, reports of relevant committees on adult education, etc. also emphasized the need and significance of libraries in promoting post-literacy and continuing education of adults. A few such specific documents/reports are: National Adult Education Programme (Government of India, 1978);

- Report of the National Board of Adult Education's Committee on Post-literacy and Follow-up Programme (1979);

- Report of the Review Committee on the National Adult Education Programme (1980);

- Adult Education and Extension through Universities/Colleges: Report of the UGC Working Group on Point No.16 of the 20 Point Programme of the Government of India (1983);

- National Policy on Education (Government of India. 1986a), National Policy on Education: Programme of Action (Government of India. 1986b);

- University System and Extension as the Third Dimension: Report of the Review Committee (UGC, 1987);

- National Literacy Mission (Government of India, 1988);

- Report of National Development Council Committee on Literacy (1993);

- Report of the Expert Group on Evaluation of Literacy Campaign in India (1994);

- Saakshar Bharat (Government of India, 2010).

In spite of the above, unfortunately till date no viable and stable structures of post-literacy and continuing education with adequate library, reading room and other facilities could be established uniformly all over India catering to the growing needs of emerging classes of adults in villages, semi-urban and urban areas. This is all due to inconsistent policies with shifting priorities and inadequacies of implementation strategies that have perpetuated such situation. Look at the following for some such inconsistencies:

i)   As mentioned above, abolition of the post of Social Education Workers in 1960s gave a serious setback to a decade of efforts in development of local libraries and thus created a long gap of two decades till starting of Jana Shikshan Nilayams (JSNs) with a provision for library facility and a Prerak to each JSN during 1980s.

ii) Later Jana Shikshan Nilayams (JSNs) also underwent change in the nomenclature into Continuing Education Centres. The Scheme of Continuing Education Centres rekindled the hope for institutionalization of continuing education. Tenth Five Year Plan (2002-07) (See http://www.nlm.nic.in/revamped_programme_for_ imparting.html) laid emphasis on establishment and revamping of Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs) with a provision for a reading room, library, audio-visual material and other infrastructural facilities. Fortunately, the efforts of the Ninth (1997-2002), Tenth (2002-07) and Eleventh (2007-12) Five Year Plans (See http://www.planningcommission.nic.in/...;   &
     http://www.nlm.nic.in/revamped_programme_for_imparting.html) were consistent and thus regenerated hope for institutionalization of post-literacy and continuing education at the grassroots level. Under the revised scheme, it was envisaged that basic teaching-learning activities would be integrated with the post-literacy activities to ensure a smooth transition on a learning continuum from Total Literacy Campaign (TLC) to Post-Literacy Programme (PLP) and to provide an opportunity to the learner to consolidate his/her learning on a continuing basis through CECs and NCECs. Library facility with interesting and useful reading material, amongst other things, was envisaged within their reach. For this purpose a library was to be set up in every Gram Panchayat for which accommodation

will be provided by the Gram Panchayat. The existing continuing education centres opened for a population of 2500 were relocated in such a manner that every panchayat would have one such centre which will function as a library and information centre.

iii) The Eleventh Five Year Plan (2007-12) endeavours to further the efforts of this Scheme of Continuing Education, and conversion of one of the Continuing Education Centres in a panchayat into a Jan Pusthakalaya. So, these centres would be known as Jan Pustakalayas (JPs). The books and other materials provided to the CECs and NCECs earlier will be transferred to this relocated centre, i.e. Jan Pustakalaya. This centre would act as a Single Information Window and disseminate details of various development programmes to the beneficiaries. In the selection and purchase of books for the library, the Gram Panchayat would have a choice, depending on the local preference. Jan Pustakalaya will be manned by an instructor who has made the largest number of adults literate. The existing centre will be supported till it has received three years of assistance. Thereafter, it will be transferred to the Gram/Nagar Panchayat. If a district has already completed three years before the start of the scheme, then it will be provided with a Prerak to run the library and information centre (i.e. JP) for three years. The Preraks in charge of these centres will also be responsible for mopping up the remaining non-literates. They will function as focal points for providing learning opportunities and facilities, such as library, reading room, learning centres, sports centres, cultural centres and other programmes catering to individual aptitude (See http://www.nlm.nic.in/ revamped_programme_for_imparting.html). These Centres would act as:

a) centres of convergence of all development programmes in the village/ community;

b) centres of learner's participation, providing for relevant teaching-learning material, and regular monitoring of programmes;

c) data banks containing an inventory of traditional and contemporary art and crafts, existing resource / raw material and infrastructural facilities; and

d) centres for designing and implementing various target-specific programmes which require identification of areas of collaboration with other agencies.

This was all in the initial years of Eleventh Five Year Plan.

iv) Now, Saakshar Bharat (Government of India, 2010) has become operational from 01-10-2009, and according to it, the National Literacy Mission and its entire programmes and activities stand concluded on 30-09-2009. The objectives of Saakshar Bharat mission are to:

* Impart functional literacy and numeracy to non-literate and non-numerate adults;
* Enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal educational system;
* Impart non- and neo-literates relevant skill development programmes to improve their earning and living conditions;
* Promote a learning society by providing opportunities to neo-literate adults for continuing education.

Accordingly, Saakshar Bharat specifies four broad programmes – Functional Literacy Programme, Basic Education Programme, Vocational Education (Skill Development) Programme and Continuing Education Programme – to be offered as an integrated continuum. The Lok Shiksha Kendra (LSK) will be the operational arm of the mission at the grass root level and responsible for delivering the entire range of activities under the Mission including, Literacy, Basic Education, Vocational Education and Continuing Education. "The programme will provide facility of a library and reading room, which would be gradually provided with other contemporary ICT devices"…"To implement the programme, 1.70 lakh Lok Shiksha Kendras (Adult Education Centres) will be established in Panchayat grams of the districts covered under the programme. It will subsume the already sanctioned Continuing Education Centres (CECs) in a particular district. Existing CECs and the nodal CECs in the districts not covered under the programme will have to be closed down, unless the Government of the States wish to run them at their own cost through public and private partnership or otherwise" (p.13). So, it changes the nomenclature of these CECs into Lok Shiksha Kendras (Adult Education Centres) and some of CECs and NCECs are disappearing from the scene.

* Saakshar Bharat, thus, provides for well equipped multi-functional Lok Shiksha Kendra (Adult Education Centre) at Gram Panchayat level to provide institutional, managerial and resource support to literacy and

lifelong education at grass root level. One AEC will be set up in a Gram Panchayat having the population of 5000, unlike the earlier existing continuing education centres which were opened for a population of 2500. The AEC will be manned by two paid Coordinators (Preraks) to be engaged on contractual basis. A Prerak should be at least a matriculate. The Preraks will also be assigned with teaching responsibilities besides discharging administrative and academic tasks. Since the LSKs/AECs will not have buildings of their own, Panchayats and concerned line departments may be obliged to allow the centres to function from the Panchayat Ghars, Schools, Aganwadi Centres, etc. Gradually funds will be made available for construction of such centres. In this context, one can only hope that the name of Mission and of these centres are not revised till then!

- A LSK/AEC will be multifunctional, because it will act as a centre for registration of learners for all teaching-learning activities in its jurisdiction. Nerve centre for literacy campaign including identification of learners and volunteers, batching and matching of the learners with suitable volunteers as well as their training, providing literacy kits to learners and volunteers, keeping track of the progress made by each learner-volunteer group; Nodal centre for mass mobilization activities; Technology centre; Centre for thematic courses on behalf of other departments such as agriculture, animal husbandry and veterinary, fisheries, horticulture, sericulture, handloom, handicrafts, health education, rural development, urban development, women and child development, SCs, STs, OBC welfare, Panchayatiraj, science and technology, etc or based on local demand; Library and Reading room; venue for group discussion; Vocational and skill development and extension facility for other departments; Centre for promoting sports and adventure and recreational and cultural activities; A comprehensive information window; and Data centre for adult education besides any other activity related to the mission (p.14).

- While basic education and continuing education programmes will be largely LSK/AEC-based, the voluntary teacher-based literacy programme will be run through temporary literacy learning centres in a village. These centres will be roughly equivalent of a school in the formal sector and will be managed by a voluntary Literacy Educator / Resident Instructor on

almost same analogy as a single teacher school in the formal sector. More of such centres must be operated within habitats of disadvantaged groups. Based on the number of non-literate adults within each of the villages and hamlets that constitute the gram panchayat, required number of literacy centres will be set up. One literacy centre will cover 8-10 non-literates. The minimum physical learning environment facilities, teaching-learning material, etc will be provided to these learning centres, as per provision in the programme (p.15).

Saakshar Bharat (Government of India, 2010) also places due importance on materials to promote a literate environment in the context of CEP: "To ensure uniformly high standards, all the materials for basic education, equivalency and continuing education will be quality-assured by an Expert Committee set up by the NLMA/SLMA". ... "It will cover the main elements of literacy, skill development, equivalency and lifelong learning, in the context of livelihood, social and cultural realities of the learners and special issue-based and thematic aspects, such as gender parity, MGNREGA, RTI, PRIs, SHGs, health and hygiene, environment, agriculture, animal husbandry, etc. These materials will lead to attainment of levels of learning specified by NLMA, and in respect of equivalency, the Open School Norms. NLMA will arrange to maintain a bank of professionally produced prototype teaching-learning materials. Such materials that conform to the prescribed standards will be assigned a logo as a seal of approval. Only such materials that are approved by the Committee will be used in the programme. Teaching-learning material will be produced in the language of learners' choice". (pp.16-17)

- "Government agencies like National Book Trust, State Text Book Societies, NGOs and private sector may be involved in the development, production and distribution of the primers and other post-literacy and continuing education teaching-learning material" (p.17).

- "Printed and visual materials in households, neighbourhoods, workplaces and the community encourage individuals to become literate and to integrate their literacy skills in the everyday lives. A significantly large number of adult learners live in impoverished literacy environments, lacking a bare minimum of written script in their home or immediate surroundings, as even basic signage like milestones, bus routes, etc may

be missing. The growing learning needs of ever increasing number of neo-literates cannot be met unless a wide range of material relating to their needs and interests are provided. A wide range of newspapers (including a newspaper to be designed exclusively for the use of neo-literates by the SRCs or any other body in respective spoken languages of the area), broadsheets and interesting informative reading material besides short stories, novels, plays, poetry, folk tales, fiction, humour and biographies would be commissioned. Book reading campaigns (Jan Vachan Andolans) will be further promoted as these have been found to promote readability skill among neo-literates" (p.20).

• Policies related to book publishing, the media -- print as well as broadcast -- and public libraries will be aligned with the requirements of literacy promotion. Collaboration with agencies like NBT will be pursued to promote literature for neo-literates. Library networks, central, state and others, will be approached to provide a neo-literate corner in the libraries especially in rural areas (pp.20-21).

Thus, in the context of Saakshar Bharat, the emerging new classes of adult learners establishment of the public and private libraries, particularly those with free, open and flexible access, assume greater significance in promoting their literacy/functional literacy, basic education, vocational education (skill development) and continuing education. Further, it is only through a wide network of grassroots level libraries with their expanded roles and functions and innovative approaches to the content, mode and process of adult education, the challenges of access, equality and quality of educational opportunities to diverse groups of adults can be addressed effectively. And, adult educators must play effective role in promoting such a system for the benefit of the entire community in general and its neo-literates and other adults in particular. It calls for mutual assistance, co-operation and co-ordination between writers, publishers, adult educationists, staff and field functionaries of adult education centres/institutions and libraries to realize their common goals and objectives. The library at the grassroots level, if equipped properly with suitable resources and made accessible to semi-literate, neo-literate, literate and self-learning adults in the community, can undoubtedly be the best agency of adult and lifelong learning, because all adults often turn mainly to a dynamic

library/learning centre with a library facility for their knowledge, information, instruction, consultation, recreation, self-development, self-actualization, etc. This is possible only through sustainable library strategies that can effectively take care of continuing education and lifelong learning needs and interests of adults.

Sustainable Library Strategies for Promotion of Adult and Lifelong Learning

LSK/AEC with a library and reading room and ICT facility should act as a place around which cultural life of the community revolved. It must aim at:

- enabling the adults to learn, retain, strengthen, stabilize and apply their literacy skills, knowledge and information for their growth and development.
- organizing not only instruction in remedial, fundamental and functional literacy to all the needy and the left-outs but also courses related to different groups of self-learners.
- sensitizing the community on any issue related to their social, economic, political and cultural development and addressing the same thereby creating a demand for continuing education and harnessing the energy so released for further development of our human resources.
- procuring, supplying and facilitating utilization of policy documents, books, teaching-learning materials, films, recordings, tapes and other materials.
- generating awareness in adult learners about developmental, welfare and incentive programmes, schemes and activities of the Government and make them pro-active, responsive, participative, responsible and vigilant individuals.
- ensuring training and facilitation to develop their vocational skills, intellectual curiosity, social freedom, tolerance, motivation and mutual capacity building for enriching cultural life and speeding up their development and welfare.
- informing different categories of adults about the opportunities available to them through men and materials and by providing individual guidance for their smooth progression in life in general and for coping with health,

vocational, occupational, economic, cultural, religious, familial, leisure and other problems.

- forging viable convergence with different governmental and non-governmental agencies or departments for providing more effective, timely, interesting and useful opportunities and services to adults for improving their quality of life.
- providing recreational facilities to adults through in-house games, print, electronic and other media to attract them to the library in their leisure time and organize them into different interest-groups to undertake various activities in the community such as the following:
- Survey the reading interests of the members of the community and cultivate good reading habits and hobbies in them.
- Organize study groups of adult readers such as literature study group, art group, social study group, music and drama group, health and hygiene group, food and nutrition group, development and welfare group, medical groups (allopathic, homoeopathic, ayurvedic, unani), etc.
- Hold poetry symposia, panel discussions, etc with local and outside experts on interesting topics.
- Arrange for folk programmes including Kirtans, Kathas, etc including audio-visual shows, selected radio and TV programmes, and so on.
- Hold different types of competitions for different categories of adults to promote their reading, writing, arithmetic, speaking, educational, vocational, occupational, recreational and leisure time interests with or without prizes, certificates, etc to winners and others.
- Collect or acquire reading material as gifts from and through resourceful individuals, social groups, institutions, etc.
- Undertake the task of preparing and publishing prototype material for the new reading public in collaboration with the best, available local writers and agencies in the community.

The LSK/AECs must cater to the diverse needs of adults who may be farmers and other rural folk, craftsmen and artists, urban workers, unemployed and underemployed, persons with disabilities, patients, prisoners, local sportsmen/sportswomen, entrepreneurs, petty shopkeepers, and so on with different levels of learning abilities -- semi-literate, neo-literate, literate and

self-learners. The diversity in terms of their location, physical characteristics, living and working conditions require at most attention. No single library strategy would be uniformly suitable, practicable, effective and sustainable for promotion of post-literacy and continuing education of such diverse categories of adults with specific needs, interests and abilities. It is high time that the Government took a comprehensive view of the existing libraries in the context of Saakshar Bharat to formulate a long-term, comprehensive, sustainable library strategy linked to permanent, viable structures at the grassroots level for promoting basic literacy, post-literacy, continuing education, skill development and lifelong learning of adults. Till then it calls for independent and collective efforts of the individuals, groups, institutions and the Government to look for all possible agencies to which the library facility can be attached. More important and prevalent agencies are:

a) Primary, Elementary or Secondary Schools in villages;
b) Adult and Continuing Education Centres;
c) Community Centres and other public places;
d) Public and Private Libraries;
e) Primary Health Centres;
f) Hawker's points;
g) Media Centres;
h) Any other local agency working for the community.

Keeping the above agencies in view, it is essential to resort to diversified, flexible and sustainable library strategies for promoting learning and development of adults in rural, urban and other areas. It is appropriate to follow independent, parallel, convergence as well as multi-faceted approaches to establishment of grassroots level libraries linked to different local agencies in a given community or area. Some sustainable library strategies discussed by Lakshmi Reddy (2009) can be appropriately considered and adapted in the context of Saakshar Bharat (2010) for promotion of basic literacy, skill development/training, continuous education and lifelong learning.

i) School-based Libraries, AEC-based Libraries, and/or Specialized Rural/Urban Local Libraries
ii) Progressive Conversion of Each Adult Literacy/Education Centre into a Grassroots Library

iii) Gradual Conversion of a corner of a Library or Community Centre into Literacy, Post-literacy and Continuing Education Centre

iv) Using selected Libraries as Nodal Libraries-cum-Adult / Continuing Education Centres

v)   Reorganizing and Extending the Existing Libraries in Cities

vi) Single Window Information Centre or Multiple Service Centre

vii Adults' Home Libraries in Villages and Towns

viii) Mobile Libraries for Reaching the Workers at their travel points or work places

ix) Digital libraries for adults or Internet-based learning resources or open education resources for adults

Each of these sustainable library strategies is briefly discussed below.

i. School-based Libraries, AEC-based Libraries, and/or Specialized Rural/Urban Local Libraries

Every primary or elementary school in every inhabited village of India should be provided with well equipped library and through it open in the evening for adults, with a corner for them. Such effort will alone create, within the shortest possible time, as many rural school libraries as the total number of inhabited villages, which are more than half a million. These school libraries if oriented properly can effectively provide library and reading room facilities to the entire village community. Similarly, the urban schools can be made use of for the benefit of the local community in remote urban areas. Simply coordinated efforts of Sarva Shiksha Abhiyan and Saakshar Bharat at all levels can effectively turn these school libraries into community libraries.

Alternatively, the long pending felt-need of institutionalizing post-literacy and continuing education can be met by establishing local libraries or specialized libraries for adults within the rural areas or remote urban areas with appropriate staff and state funding on permanent basis. This can be done by equipping existing Adult/Continuing Education Centres with library facility or by converting an existing Adult/Continuing Education Centre into a Jan Pusthakalaya in each village/urban locality.

ii. Progressive Conversion of Each Adult Literacy/Education Centre into a Grassroots Library

At least one of the adult literacy/education centres started in a village or urban locality for promoting literacy should be converted into a post-literacy centre, then to a continuing education centre with a library facility there itself. Thus, instead of looking for library to support it from a place elsewhere, a library-cum-continuing education centre can be established by progressively improving library facilities at the adult literacy/education centre itself. In other words, it is wise and economical to continue an adult literacy/education centre (after the literacy phase) as post-literacy centre, later convert it into a continuing education centre with a library facility in it. Had such an effort been made in India since the First Five Year Plan, by now lakhs of such centres with adequate library facilities would have been in existence on permanent basis, silencing all voices now demanding adult/continuing education centres with a library and reading room facility, amongst other things. One can hope that hitherto lackluster efforts of the Government will shift in a direction towards systematic, progressive and consistent plans, policies and implementation.

iii. Gradual Conversion of a corner of a Library or Community Centre into Literacy, Post-literacy and Continuing Education Centre

It is of course expensive to establish extensive network of new libraries exclusively for adult education purpose, that too, outside the implementation machinery/structure of the programme. Therefore, an adult literacy centre can be started in a corner of an existing library, if it is a big one, or the entire local library hall, if it is small. Then the same can be converted into post-literacy and continuing education centre with library facility for adults. It would thus help in converting a corner of the library into an adult education centre to meet the progressive and long-term interests of literacy, post-literacy and continuing education of the entire community around it. This would familiarize adults with the library system since the day one of their literacy learning and also generate interest in them to use the library when they become neo-literates and grow

into independent readers.

In the absence of a library in a community, an adult literacy/education centre can be started in a corner of the community centre, if it exists, and later the same could be converted into a Continuing Education centre with library and reading room facility, amongst other things.

iv.Using Selected Libraries as Nodal Libraries-cum-Adult / Continuing Education Centres

At the grassroots level a group of small libraries can collaborate and identify one of them as a Nodal Library-cum-Adult/Continuing Education Centre for literacy, education, vocational training, cultural and other activities plus as a place for holding meetings and talks, screening films or viewing specialized television programmes, organizing book exhibitions, displaying charts, publicity materials, etc for the community. For this purpose, it is essential that the identified library/centre is provided with a small auditorium having suitable equipment and other facilities. Such a nodal centre, if properly utilized with collaborative efforts on the part of the library staff and adult education workers in the locality will enable the emerging groups of adult learners to break their social, economic, psychological and mental barriers to visit the library as well as to meet other adults of the community in a congenial environment. Also, it will provide ample opportunities to them for promoting their interaction, mutual understanding, harmonious living and environment, and participation in diverse activities to make their life more attractive and interesting.

v. Re-organizing and Extending the Existing Libraries in Cities

The well established public and private libraries are required to take suitable initiative for reorganizing and extending their roles and areas of service to the learners emerging from adult and other non-formal education centres. These libraries should become the centres of active learning for them. It may require a comprehensive approach calling for suitable changes in the central library, its zonal libraries, branch/sub-branches, community libraries, Braille libraries, mobile service points or mobile deposit stations, resettlement colony libraries, reading rooms, hospital libraries, jail libraries, etc wherever they exist.

In this regard, the lessons from success stories of Delhi Public Library must be a guiding force for the well established public or private libraries, i. e. in revamping or reorganizing their roles and services for their long-standing contribution towards a learning society. They can do it in the following broad ways.

a) Establishing a special cell in the central library to look after post-literacy and continuing education services of the emerging class of learners,

b) Establishing specialized branch libraries for specific category(ies) of adults in different areas, and

c) Converting some of their branch libraries into nodal libraries-cum-adult / continuing education centres.

vi. Single Window Information Centre or Multiple Service Centre

Existing adult / continuing education centres with their library facilities should promote integrated education and training of the entire community by providing comprehensive services to all categories of adults, including those suffering from different disabilities. All the governmental and non-governmental agencies engaged in mass education, training and/or development activities need to pool their resources and co-operate and coordinate with each other for achieving their common objectives and goals. If they choose or establish one common place/centre from where they all can together render their collective services that would pave the way for not only promoting continuing education and training to the entire community but also realizing their common objectives and goals. For this purpose these agencies together with the help of the community can acquire an existing building, or acquire sufficient space and construct a room or a building for such common centre by collectively contributing their human, financial and other material resources. Such a place/centre, properly equipped, can effectively act as a single window information centre or multiple service centre attracting the entire community to it with an urge for personal contacts, meeting, interaction, information sharing, reading, recreation, education, training and promoting mutual opportunities for development. This will also promote mutual efficiency of different agencies in providing better services. In the days of economic hardship

and resource constraints such co-operative efforts for sharing of information and responsibilities among different agencies in the form of single window for educational, developmental and welfare activities / facilities / services would be the most welcome endeavour in promoting effective continuing education and lifelong learning among adults.

vii. Adults' Home Libraries in Villages and Towns

Some individuals in towns and even in villages maintain their own collection of interesting and useful books and other materials. They may keep stock of good books, magazines including cine magazines, novels, newspapers including collection of important cuttings from them, copies of popular mass periodicals like Chandamama, Balamitra, Bommarillu and so on containing stories, morals, poems, folk songs, puzzles, etc for youth and adults, among others. Some may keep books on medicines, health, nutrition, hygiene, history, freedom movement, national leaders, mythology, popular local leaders, literary personalities, artists, etc. These sources need to be tapped properly by the local community. It is essential to identify all such existing sources and use them for the benefit of the community. This calls for proper initiatives providing for some incentives and facilities to the owners of these home collections/libraries to enable them to provide their potential services to the people around them for promoting their literacy skills, reading habits, continuing education and training. Appropriate mechanism for paying suitable compensation to such owners with a view to convert a corner of their homes into small reading rooms for the adults around their houses should be explored.

Alternatively, an effort can be made to gradually convert the house of each learner into a meaningful library with increasing or periodical delivery of useful and standard books, booklets, pamphlets and other materials at his/her house by post or through other means. An effective beginning in this direction could be to give a free kit of such materials to the new literates before they leave the literacy classes or post-literacy centres. Similarly, the young school dropouts when they quit the school can be provided with such suitable material at subsidized prices. The National Book Trust should undertake publication of such cheap and useful material on continuous basis in co-operation and co-ordination with the adult/mass education centres or suitable resource centres

in different States and distribute them to the adults through established network or structures or field functionaries at different levels.

viii. Mobile Libraries for Reaching the Workers at their Travel Points or Work Places

For various reasons often the working class of adults may not have access to materials or do not find time or are not in a position to visit a local library or a special cell available for them at any place or a public library. Particularly, it happens with the workers having rigid/tight work and commuting schedules. In such a case, adult education functionaries in co-operation with those of local libraries, volunteers and co-workers and interested neo-literate adults should take appropriate steps to deliver need-based reading materials, information bulletins, books, pamphlets and other relevant materials at their door steps or at their work places or at any convenient commuting point depending upon their timings, reading habits, interests and abilities.

Wherever library service has not reached the rural areas, circulating library service should be organized by the District, Tehsil, Sub-Divisional, Taluk or Mandal level library as the case may be. The mobile or circulating library service that is best suited to local circumstances needs to be considered. Some ways of doing it are:

a) A library may develop book delivery stations or book deposit centres in surrounding villages or localities. Youth clubs/centres, primary schools, specified work places, etc may be used as the delivery/service stations. Arrangements must be made for periodical circulation of books and other materials from one delivery/service station to another in batches;

b) Door-to-door service may be organized for persons with disabilities through volunteers and social service workers. Involving the neo-literates by grouping them into a few service-interest groups to use their leisure time for providing useful materials and service to the community will have more participatory effect on them.

c) A bell-bicycle or bell-rickshaw service centres according to a scheduled programme can be organized in rural areas. In urban and semi-urban areas, if resources permit, a mobile van or three-wheeler or a scooter or a motor cycle could be arranged to provide mobile services.

Further, the services of the hawkers can be effectively utilized for distributing simple booklets, periodicals, pamphlets, etc. by tying up with them. Thus, reaching the unreached, the needy neo-literates, literates and other emerging classes of learners should be the aim of all libraries working for promotion of post-literacy and continuing education.

ix. Digital Libraries for Adults or Internet-based Learning Resources or Open Education Resources for Adults

We know how the advanced adult learners with high academic qualifications, skills and abilities are exploiting the rich learning resources available in the digital libraries and other open education resources through Internet facility available to them in their institutions and/or at home. To provide neo-literate and self-learners with such facility, there is a need to put all the relevant materials suitable for different types of learners of particular language in selected websites and communicate the same to all the Adult/Continuing Education Centres. Also, the websites of electronic versions of all the local newspapers should be provided to them. Further, the important and most useful websites for enhancing their networking with people's representatives, constitutional authorities, and other public servants need to be made known to them. Every Adult/Continuing Education Centre or adults' corner of every local library in every state must be provided with at least one computer with Internet facility so that the adult learners also can reap the benefits of these digital resources for their learning and development.

Therefore, the adult educators working in any given community, in addition to furthering any initiative of the Governments, should strive to ensure that there is a library or some other structure with library facility or some kind of resource support made available for post-literacy, continuing education, training and lifelong learning of adults in all nooks and corners of the country. It may be a separate/independent/ special library for adults or a library facility for them attached to a primary/elementary/ secondary school, community centre, public library, private library or any other local agency or organization that can provide such support to adults. What is important is that it must be convenient, open and freely accessible to adults in any given locality for promoting their literacy learning, its sustenance as well as educational, vocational, occupational,

recreational and leisure time activities centering around their overall development and welfare. If the above library strategies are applied, both collectively and independently, they can play a significant role in promoting not only post-literacy and continuing education but also in training the entire community for fostering a sustainable learning society and for promoting their sustainable development.

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An Analysis of the Factors Hampering Literacy of Tribal Women in India

Raju Narayana Swamy

Education is the fundamental factor for the construction of democratic societies. It builds 'human capabilities' the essential and individual power to reflect, make choices, seek a voice in society, and enjoy a better life (Sen, 1999). It is defined as the 'whole process by which one generation transmits its culture to the succeeding generation' or better still as 'a process by which people are prepared to live effectively and efficiently in their environment'. In short, it is one of the most powerful instruments for making a frontal assault on the citadels of poverty and inequality and thus laying the basis for sustained economic growth and effective governance.

As societies develop, educational credentials play an increasing role in the status attainment process. Modern people do mean education as something beyond the 3 Rs- reading, writing and arithmetic. It should enable a person to sharpen his knowledge and develop a pragmatic vision. In fact, modern education can bring many changes in the social, political and economic fields. A major reason for failure of development activities in the society despite various developmental agendas is the prevalence of acute illiteracy and ignorance. An interactive process of education can enable better participation of citizens in local governance. It is in this context that we need to redefine the kind of education needed for the most vulnerable groups like the indigenous people. This is all the more relevant in the case of the womenfolk among these weaker sections especially in the light of several studies that highlight the social benefits that education can bring about- whether in the context of lower fertility, improved health care of children or greater participation in the labour market.

In India, caste constitutes an enduring form of social inequality despite national legislation that outlaws caste discrimination. Over the years,

regrouping of these castes on cultural, socioeconomic and educational grounds has resulted in the surfacing of the present three major social strata, Forward Castes (FCs), Scheduled Castes (SCs)/ Scheduled Tribes (STs) and Other Backward Classes (OBCs). We have 573 STs living in different parts of India speaking more than 270 languages and maintaining exclusive identities. The 84.32 million people belonging to 'Scheduled Tribes in India constitute 8.2% of the total population of the country (2011 Census).

Majority of the scheduled tribe population live in rural areas. Madhya Pradesh, Maharashtra, Odisha, Gujarat, Rajasthan, Jharkhand, Chhattisgarh, Andhra Pradesh, West Bengal and Karnataka are the states having the largest number of Scheduled Tribes. Lakshadweep, Mizoram, Nagaland, Meghalaya, Arunachal Pradesh, Dadra & Nagar Haveli are predominantly Tribal States/UTs where STs constitute more than 60 percent of their total population. No STs are notified in Punjab, Haryana, Chandigarh, Delhi and Puduchery. Taking village-wise data, it has been found that 1,05,295 villages have more than 50 percent ST population in the country while 3.23 lakh do not have any ST population at all.

The Tenth Five-Year plan promoted the Sarva Shiksha Abhiyan (Education for All Movement) to meet the goal of education for all by committing to provide useful and relevant elementary education for all children in the age group 6-14 years. The SSA's goal is Universalisation of Elementary Education through a time bound approach, in partnership with State Governments. However, the dropout rate did not come down. It was high - upto 48.71 percent at the elementary level at the end of the Tenth Plan, a decline of only 5.94 percentage points from 2001-02 (Eleventh Five Year Plan, 2008, p.17.). The Eleventh Plan categorically stated that it would seek to reduce poverty and disparities across regions and communities by ensuring access to basic physical infrastructure as well as health and education for all and recognizing gender as the cross-cutting theme across all sectors. But the reality in the field remains pathetic as before. So the question that naturally arises is "Is a different approach necessary to make the programme a success for the disadvantaged groups?"

Literacy Situation of Tribes

Tribes of India are not considered by the state as nationalities in the established sagacity of the term. To a large extent, this perspective has been

subjective by approaches to the national question that have been "top down in nature. Article-45 of the Indian Constitution exhorted for free and compulsory education to all children up to the age of 14 within 10 years of adoption of the Constitution. But while analyzing the literacy rates of STs, one wonders whether these premises have largely remained to be paper tigers. (please see table 1).

Table - 1
State wise literacy rate among Tribes in India
(1961-2001)

S. No.	State/UTs	1961	1971	1981	1991	2001
1.	Andhra Pradesh	4.41	5.33	7.82	17.16	37.04
2.	Assam	23.58	26.02	----	49.16	62.52
3.	Bihar	9.16	11.64	16.99	26.78	28.17
4.	Gujarat	11.69	14.12	21.14	36.45	47.74
5.	Haryana	----	----	----	----	----
6.	Himachal Pradesh	8.63	15.89	25.93	47.09	65.50
7.	Jammu & Kashmir	----	----	----	----	37.46
8.	Karnataka	8.15	14.85	20.14	----	48.27
9.	Kerala	17.26	25.72	31.79	36.01	64.35
10.	Madhya Pradesh	5.10	7.62	10.68	57.22	41.16
11.	Maharashtra	7.21	11.74	22.29	21.54	55.21
12.	Manipur	27.25	28.71	39.74	36.79	65.85
13.	Meghalaya	----	29.49	31.55	53.63	61.34
14.	Nagaland	14.76	24.01	40.32	46.71	65.95
15.	Odisha	7.36	9.46	13.96	60.59	37.37
16.	Punjab	----	----	----	----	----

17.	Rajasthan	3.97	6.47	10.27	----	44.66
18.	Sikkim	----	-----	33.30	19.44	67.14
19.	Tamil Nadu	5.91	9.00	20.46	59.01	41.53
20.	Tripura	10.01	15.03	23.07	27.89	56.48
21.	Uttar Pradesh	----	14.59	20.45	40.37	63.23
22.	West Bengal	6.55	8.92	13.21	35.70	43.40
23.	Andaman	1.10	17.85	31.11	27.78	66.79
24.	Arunachal Pradesh	----	5.20	14.04	56.62	49.62
25.	Chandigarh	----	----	----	34.45	----
26.	Dadra	4.40	8.90	16.86	----	41.24
27.	Delhi	-----	----	----	28.21	----
28.	Goa	----	12.73	26.48	----	55.88
29.	Lakshadweep	22.27	41.37	53.13	80.59	86.14
30.	Mizoram	----	53.49	59.63	82.71	89.34
31.	Pondicherry	----	----	----	----	----
32.	Daman and Diu	----	----	----	52.91	63.42
	India	8.54	11.29	16.35	29.60	47.10

Source:

> *(i) Census of India, Series-1, Paper-1, Provisional Population Totals 1961, 1971, 1981, 1991 and 2001.*
> *(ii) Ministry of Human Resource Development, Annual Report, 1995-96*
> *(iii)Census 2001*

Comparing the literacy rates in the ST population vis-a-vis that of the general population indicates a growing gap. The national average literacy rate in 2001 was 64.8 percent for the general population while it was 47.10 for the Scheduled Tribes. Add to these the problems of intra and inter-state/district variations in the literacy rates and the picture is complete. The literacy level of STs in comparison to the general population is as shown below:

Table - 2
Literacy rates of STs and total population
(1961-2010)

Year	Total population			STs		
	Male	Female	Total	Male	Female	Total
1961	40.40	15.35	28.30	13.83	3.16	8.54
1971	45.96	21.97	34.45	17.63	4.85	11.29
1981	56.38	29.76	43.57	24.52	8.04	16.35
1991	64.13	39.29	52.21	40.65	18.19	29.60
2001	75.26	53.67	64.84	59.17	34.76	47.10
2011	82.14	65.46	74.04	* 70.7	* 52.1	*61.6

Source:

1. *Educational Development of SCs and STs, 1995, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.*

2. *Census of India, 2001: Provisional Population Totals, (including ST) Registrar-General & Census Commissioner of India, GOI, New Delhi.*

3. **2009-2010 data, Selected Educational Statistics, GOI, Ministry of Human Resource Development (2004-05) & NSSO*

There has no doubt been a substantial increase in the literacy rates of scheduled tribes during the last five developmental decades (from 8.54 in 1961 to 61.6 in 2011). However, the gap between the literacy rates of STs and of the general population is still alarmingly large. Among the tribal women too, there has been a substantial increase in the literacy rates during the last five decades (3.16 in 1961 to 52.1 in 2011) but the gap in literacy rates as compared to the general female population continues to be a major source of concern.

Tribal women in Indian society have been contributing positively to the local economy by participating actively along with men in the pursuit of economic activities to earn livelihood. In tribal families, the role of women is substantial and crucial. Women work harder and family economy and its

management depends on them (Awais, Alam and Asif, 2009). In spite of their significant role in the economy, dropout rates are alarmingly high and literacy rate awfully low. The following section focuses on the issues in tribal women's education.

Problems with Tribal Women Education

Social groups in terms of caste and religion still continue to stratify the length and breadth of India. In this hierarchical social system, certain historically vulnerable groups have remained at the bottom of the pyramid. The Indian society continues to be like a multi-storeyed building with neither an elevator nor an escalator. The access to education and capacity to stay within the formal education system to acquire education are still limited for the Scheduled Caste/Scheduled Tribe population. The choice of education for these communities is further restricted by gender and location. Discrimination based on gender or social status can lead to social exclusion and lock people into long-term poverty traps. Being a girl living in a remote village in India and belonging to a poor scheduled tribe community ensures that she is triply crippled. The reasons may vary from socio-economic status of the parents to lack of inspiration for education or geographical isolation, lack of communication or social distance. But the reality is that she is discriminated from cradle to grave. "When she takes birth, you become gloomy, when she sits back home, you call her crazy, when she marries you, you burn her, when she loves you, you insult her, but can you live without her ? Your daughter, your mother? Your sister? Your wife?" (Dilip Kaur Tiwana)

Exclusion in Education and Dropout

The dropout is a critical indicator reflecting lack of educational development and inability of a given social group to complete a specific level of education. In the case of tribes, dropout rates are still very high - 42.3 percent in classes I to V, 65.9 percent in class I to VIII and 79 percent in classes I to X in 2004-05 (please see the details below).

Table – 3
Dropout rates in 2004-05

Sex	Class I to V			Class I to VIII			Class I to X		
	All	ST	Gap	All	ST	Gap	All	ST	Gap
Boys	31.8	42.6	(-) 0.7	50.4	65.0	(-) 14.6	60.4	77.8	(-) 17.4
Girls	25.4	42.0	(-) 16.6	51.3	67.1	(-) 15.8	63.9	80.7	(-) 16.8
Total	29.0	42.3	(-) 13.3	50.8	65.9	(-) 15.1	61.9	79.0	(-) 17.1

Source: Selected Educational Statistics 2004-05 of India, Ministry of Human Resources Development.

Lack of Schools

The dropout of tribal girls is extremely high compared to the general category and it steadily increases from class one through class ten. Opening of more number of schools exclusively for tribal girls appears to be necessary to overcome this gender disparity. The Central Advisory Board of Education Committee Report on Girl's education noted a gross shortage of secondary schools for girls (both co-educational and girl's schools). At the national level, the average number of secondary/higher secondary schools per one lakh population is as low as 14 and it is lower than the national average in Bihar (4), Uttar Pradesh (7), West Bengal (10) Jharkhand (4) and Chhattisgarh (12). The national average number of secondary and higher secondary schools per 100 sq. km is only four and Bihar, Uttar Pradesh, Rajasthan, Madhya Pradesh, Chhattisgarh and Jharkhand fall below this national average. Consequently, the GER in these states is also lower than the national average of 39.91 percent.

Lack of schools, toilets, drinking water facility etc. is some reasons for girl children not attending schools. It has been found that physical/infrastructural facilities are highly inadequate and particularly deplorable in schools accessed by the STs. Buildings are dilapidated with no basic furniture and teaching equipments. The schools are also poorly and irregularly functioning. Reports of neglect, indifference, greater teacher absenteeism from dalit and tribal dominated schools have accumulated, pointing to the grim reality that exists on the ground. However, along with this, there are some other reasons also for

the girl children not attending school. With increasing feminization of agriculture, the pressure of looking after younger siblings, collecting cooking fuel, water and maintaining the household, all fall upon the girl child, putting a full stop to her education, nay her development.

Poverty and Attitude of Parents

Despite state sponsored educational programs like fixed quota seats for scheduled tribes, there have been persistent difficulties in translating inclusive strategies into field realities. The incidence of poverty amongst STs still continues to be very high at 47.30 percent in rural areas and 33.30 percent in urban areas, compared to 28.30 percent and 25.70 percent respectively in respect of total population in 2004-05. A large number of STs who are living below the poverty line are landless, with no productive assets and with no access to sustainable employment and minimum wages (Eleventh Five Year Plan, 2007-12). With their very livelihood   at stake, the importance of education touches only the fringe of tribal life. In this circumstance, education, the necessity of life becomes a matter of exclusion or luxury for them.

True, educated parents more often than not send their children to schools. But where parents are not educated, they send their children to schools only if there are enough incentives to attract and retain the children in schools. With meagre income, many parents with four or five school-going children on an average find it difficult to spend enough for the schooling needs of all children. So the variations of choices emerge, namely educate the boy child and withdraw the girl child.

Role of Teachers/Curriculum

According to the report of the Eleventh Five Year Plan (2008), the quality of teaching in elementary schools leaves much to be desired. Widespread absenteeism of teachers, lack of adequately trained teachers, poor quality pedagogy is some of the issues highlighted in the report. Also various studies to analyze the causes of poor educational status of tribes prove that the present scenario of education in remote tribal areas seems responsible for such higher rate of dropout. An understanding of tribal cultures and practices and familiarity with their language are indispensable for teachers in tribal areas. The findings

of Shri Vinoba Gautam, Co-ordinator, UN/Government Janashala programme as outlined in his study in Assam need special mention in this context. According to him, the major reasons for school dropouts are:

1. In most states the medium of instruction is the regional language. Most tribal children do not understand the text books which are generally in the regional language.

2. Appointment of non-tribal teachers in tribal children's schools is another problem. The teachers do not know the language the children speak and children do not understand the teacher's language. (Vinoba Gautam, 2003)

The problems with their education also lies in the curriculum and content taught to the students which is often disconnected to their daily life and irrelevant for them. Content of curriculum and internal operations are thus key issues that need to be addressed. Appropriate school experiences can indeed make a significant difference to the learning and lives of STs. Several languages, especially those spoken by small numbers, are dying out. Loss of a language means loss of an identity – of a certain way of knowing the world. Experiences of schooling of tribal children in Madhya Pradesh, Andhra Pradesh and Maharashtra have revealed the displacement of Bundelkhandi, Gondi and Warli by Sanskritised Hindi, Telugu and Marathi respectively (NCERT, p.30.), uprooting their culture and alienating them from the educational system.

Conclusion

Tribal girls are largely dead beat at the primary level itself. There occurs an effective physical exclusion of these children or they achieve low levels of schooling, which do not necessarily reflect learning. The value of educating girls is still not recognized fully by tribal communities. The problems of access, quality, content and the devaluing of non- formal education reduce enrolment. But it should not be forgotten that education among tribal women will stand them in good stead in lessening inequalities and ending gender discrimination. It is in this context that the relationship between cultural and educational goals needs to be publicly debated. Regarding the measures to promote inclusion, policy makers need to look at the problems holistically. There is need to identify areas which continue to suffer marked exclusion and neglect and move towards a more focussed implementation of positive discrimination policies.

The medium of teaching should be the mother tongue by way of using bi-lingual primers prepared in a decentralized participative manner. A unidirectional approach will only under-prioritize quality concerns.

According to the Country Report of the Government of India, "empowerment means moving from a weak position to execute a power". It is the ability to direct and control one's life (Paz, 1990). It is a process in which women gain control over their our lives of knowing and claiming their rights at all levels of society - at the international, local and household levels (Depth – news, 1992) It means extending choices – choices about if and when to marry, choice about education, employment opportunities, controlling the social and physical environment, choice about if and when to get pregnant and ultimately about family size (State of World Population Report, 1994). In promoting a women's empowerment framework, Kart (1995) gives five levels which include welfare, access, conscientisation, participation and control. Education is the best tool to achieve this cherished goal in the Indian context. But if it is to become a vigorous agent for ending gender discrimination, it requires a new perception and understanding about the origin of women's subordination. It is not classroom transaction only but the combined mobilization of community, political vision and bureaucratic will that holds the key. The bedrock of such a roadmap should be a gender sensitive approach aimed at correcting the imbalance in our educational landscape. But in a country like India wherein the people gave themselves the Constitution but not the ability to keep it, inherited a resplendent heritage but not the wisdom to cherish it and suffer and induce in patience without the perception of their potential (Nani Palkhivala), attaining this goal needs proactive strategy, wherewithal and administrative competence.

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Training for Adult Education Functionaries in India

V. Mohankumar

The traditional meaning of training has been the transfer of expertise from trainer to learner, where the trainer defines what a particular set of learners needs to learn. This approach to training believes that trainers know everything, and the learner is looked upon as an empty container to be filled-in up by the trainer. Learners play a passive role, and are bound to learn what the trainer teaches.

The training approach does not allow learners to participate actively, and gives total control over the process to the trainer. Everything in this type of training from defining the objectives to evaluating the learner is done by the trainer. The choice of training methods is based upon the trainer's preference and convenience, and results in a predominance of lectures. The emphasis is on subject matter, or content, and the trainer's competence is ensured if he is a subject matter specialist. This approach to training is very close to formal education or schooling.

The singular function of training is to produce change. It is the upgrading of a person's skill or the addition of a new skill, which in turn can bring about the desired change an agency, is seeking. It is important to understand that training in and of itself cannot motivate a work force. However, it is an integral part of what is needed to accomplish the long-term goals of the agency.

Training is different from teaching. Teaching means "to impart the knowledge," to tell someone how to do something. Training is "to form by instruction, discipline or drill." Teachers cause learning by providing information; trainers facilitate (help bring about) learning. Although the two are often used synonymously, they really are very different processes.

Good teaching changes attitudes towards learning. It provides a set of mental

tools that can then be applied to wide variety of new situations. It sharpens the ability to apply previously acquired information to face unexpected complications. It heightens the awareness of connections between seemingly unrelated elements - the hallmark of creative problem solving. One does not learn responses from good teaching. However, good teaching teaches how to learn.

One important difference between the two terms is that "Teaching" refers to the actions of a teacher in a context where learning is the aim of the activity. The learners might or might not be active as well. "Training" rarely refers to the actions of a trainer. Instead, it most often refers to events such as seminars and workshops, but also includes programmes that are based on self-study materials.

Training programmes vary according to the nature of trainees, responsibilities they hold, training resources and duration of training. However, a good training programme should have the following characteristics:

- Participation – a good training programme is the one in which the organizers, trainers and trainees jointly develop the programme and manage the same. A well endowed trainee is the one who knows well in advance about the entire training programme in which he is a participant which includes daily programme schedule, resource persons for different topics, resource materials identified for distribution, the rapporteurs who are going to report about the day to day proceedings etc.

- Discussion – normally a subject is introduced in the training through lecture method. But the entire training cannot be conducted by lecture as it separates the trainees from the trainer. In order to make the training programme lively and participatory, the trainees should be allowed to share their views by participating in the discussion on the subject introduced by the trainer and raise questions for clarification. This method enables the trainees to understand the subject better. However, the trainer should be cautious enough to make maximum trainees participate in the discussion as some trainees may tend to dominate more frequently than others whereby not giving chance for all round participation. Participation of the trainees in discussion also enables every one learn from others, develop capability and gain experience.

- Exchange of Knowledge – trainees come from different places. They have different skills and competencies personally and also gained through the jobs they do over a period of time. Sometimes use of these competencies and skills prove beneficial in developing new competencies and skills which in turn will raise the self respect and self confidence of the trainees. This in turn will give rise to new attitudes in them. As the changes occurred are based on their first hand experience, they may use this process to develop further in their workplace also after the training programme is over.
- Sharing of Experience – training programmes cannot be based on theory alone as the information given through lectures and in papers many times may not convey proper meaning to the trainees and with the result they may not understand fully. Hence, training programmes should give more opportunities for the trainees to share their experiences so that each one benefit out of the same. The knowledge gained from the experience of others and practices followed are always a gain for the trainees as the shared information is heard from the concerned persons himself. The biggest achievement in this practice is immediate acceptance by the trainees as it was not just narrated by the trainer for the training purpose.
- Closer to Reality – training should always be given in real life situation. Selection of venue, competency of resource persons, material prepared in understandable language and importance given to trainees are some of the points which need to be taken care off. High profile arrangements almost de-link the trainees form the academic gain.

Literacy Programmes in India

Eradication of illiteracy has been one of the major national concerns of the Government of India since independence. A number of programmes have been taken up in this direction in the post independence period.

The first major attempt to eradicate illiteracy in a systematic and planned way in post independence era was made in the year 1954 when Social Education became an integral part of the Community Development Programme in India. The objectives of Social Education were to bring about a desirable social change in acquainting people with the ever changing currents in social, economic and political life and to instill in them a faith in themselves and in

future of their country. It seeks to inspire them to take a living interest in the affairs of the state and its plans and programmes of development and in the many problems of social reconstruction. The wider objectives of social education were to make the people understand the significance of the period of transition and its dangers and to train them to be prepared to combat anti-social activities. Education for healthy life, to keep homes and surroundings clean and to make life useful and enjoyable was an essential part of Social Education. The need to train people to organize the economic and social life on a cooperative basis and to develop in them in a practical way a sense of their responsibilities for social and national security was also included in the broader concept of Social Education. Social Education thus aimed at improving the life of the individual by educating him in better skills and by creating in him an understanding and knowledge of the technological advances which science has made.

Social Education also aimed at providing further and continuing education for those people who desired to acquire more knowledge. It was a lifelong process since it provided education for all people for all time by creating in them an urge and desire for more knowledge on various subjects, not only to gain higher skills in vocations but also knowledge for its own sake.

When this programme was launched the importance of training of the adult education functionaries was fully recognized and a network of institutions called Education Extension Institutes were created to provide training to the field functionaries.

At the national level, National Fundamental Education Centre (NFEC) was established in 1956 under the Ministry of Education. This centre was subsequently converted into Directorate of Adult Education in the year 1971. NFEC planned and organized a five months intensive training programme for the District Social Education Officers on various aspects of the scheme. Unfortunately, the community development programme itself could not continue for long with the result the training of adult education functionaries also came to a standstill and these institutions started confining their work mostly to train various extension workers.

One more national level programme to eradicate illiteracy was implemented in the country in the year 1967-68. It was called Farmers' Functional Literacy

Programme (FFLP). It was initiated as part of the Green Revolution with the objective of making farmers functionally literate in high yielding cultivation areas. The programme was launched in a project approach jointly by three Ministries – Agriculture, Education and Information and Broadcasting in those development blocks where the farmers were provided high yielding varieties of seeds, fertilizers and other inputs to augment their agricultural produce. Literacy was an integral component of the whole programme. Although the long-term objective was to establish one project in each district (400) by 1977, only 140 projects could be covered. The training of Project Officers in these projects was undertaken by the Directorate of Adult Education in a systematic and decentralized manner. However, the responsibility to train Supervisors and Instructors was left to the Project Officers concerned. Training programmes were organized by them with the help of Department of Agriculture, Farm and Home Unit of All India Radio and Education. The training curriculum largely concentrated on the use of special teaching-learning material designed for the programme. The duration of the training was usually two weeks and was organized at the Farmers' Training Centres by a team of experts drawn from all the three collaborating Ministries. Unfortunately, FFLP could not be continued due to lack of financial support.

The first nationwide attempt to eradicate illiteracy was made through the National Adult Education Programme (NAEP) launched on October 2, 1978. The programme aimed at educating 100 million non-literate adults in the age-group of 15-35 years within a time frame of five years. The objectives of NAEP were not only to impart literacy, but also to provide social awareness and functionality. Literacy, social awareness and functionality were considered as three integral components of this programme. Functionality implied the ability to utilize and apply the skills so acquired in day-to-day life with the view to promote efficiency of learners. The social awareness component aimed at knowing, understanding and taking action on issues which affect the individual, the community and society, so as to improve their quality of life.

When the NAEP was launched, simultaneously another major centrally sponsored scheme was also started in 1978 especially for rural areas. It was called Rural Functional Literacy Project (RFLP). The 144 Farmers' Functional Literacy Projects and 60 Non-Formal Education Projects were merged into it.

More projects were added and the number of projects in 1987 was 513.

On the lines of RFLP, the states also took up centre based projects under state plan funds. It was called State Adult Education Programme (SAEP).

With the launching of these programmes, the training of adult education functionaries assumed new dimensions. The new dimensions were because of the fact that the programmes were of massive in nature designed to achieve the pre-determined targets within a fixed period of time. As these programmes were project based – total number of adult education centres in a project was either 100 or 300. Each project was managed by a Project Officer. Supervisors used to manage around 30-35 adult education centres each and were directly answerable to their Project Officers. The centres were managed by Instructors who were directly under the control of their Supervisors. It was for the first time that adult education functionaries at several levels were simultaneously envisaged and hence, the adult education programme necessitated organizing a series of training programmes for the functionaries at different levels. Prior to NAEP the adult education programme was by and large funded by the Govt. of India and implemented by the state Governments and only in very few cases by voluntary organizations. But NAEP envisaged involvement of voluntary agencies and university system in a big way, with the result there was a considerable increase in the number of different categories of functionaries to implement adult education programme.

Apart from this, several other Govt. Departments like Ministry of Social Welfare, Central Board of Workers Education were also organizing programmes like Integrated Child Development Scheme wherein functional literacy was one of the important components, workers education etc. As people manning the adult education programmes were from different background, training programmes were planned in a different way to meet their requirements.

In order to bring in uniformity in the training curriculum, contents and methodology, Directorate of Adult Education brought out guidelines for the training of field functionaries. The guidelines were prepared in two national seminars in which eminent adult educators from India and abroad participated. Unesco also extended academic support for these seminars. By the time the guidelines were prepared, the support systems both in the administration and academic levels came up with the creation of the posts of District Adult

Education Officers and State Resource Centres. Besides material preparation, research and evaluation, these resource centres were given the major responsibility of organizing training programme for field functionaries except the Instructors. Training for the Instructors was left in the hands of Project Officers through Supervisors.

State Resource Centres created at the state level provided technical inputs for the programmes of adult education. One of the important responsibilities was to impart training to Project Officers and Supervisors. The National Resource Centre i.e. the Directorate of Adult Education assumed the responsibility of organizing the training programme for District Officers and other Officers at the higher level. DAE also from time to time reviewed the guidelines on training and issued instructions based on the experience gained in the field. It also organized training programme for the field functionaries of those states which did not have State Resource Centres of their own at that point of time. District Adult Education Officers were expected to assume greater responsibility to ensure the training of instructors with the help of Project Officers, Assistant Project Officers, Supervisors and other Resource Persons from voluntary organizations and colleges.

The training of adult education functionaries working in the voluntary organizations, particularly instructors was the responsibility of the voluntary organizations themselves. They were given the freedom to seek the help of other knowledgeable persons from different fields. However, training of their Project Officers and Supervisors was the responsibility of the State Resource Centres.

The quality of the training of Instructors had been time and again commented upon adversely by the research studies. The observation of the Officers from the Directorate of Adult Education and State Resource Centres had also revealed that the trainings were not conducted effectively. The Instructors were not in many cases very well exposed or equipped academically and training should have been looked upon as an additional input to upgrade their capabilities in the area of verbal or written expression, general knowledge besides giving them techniques and approaches to impart literacy to adult learners. Hence, to ensure proper training to the Instructors, a cell named District Resource Unit (DRU) was created at the district level. This unit was

also supposed to identify institutions where training could be conducted. The other function of a DRU was to identify Resource Persons from the voluntary organizations, development departments, educational institutions, from among the progressive farmers, artisans, etc. who could be relied upon for enriching training programmes for Instructors. DRU was also expected to provide orientation to Resource Persons at the district level to enable them to perform their work effectively.

As per the guidelines issued by the Government of India the total duration of the training programme for the Instructors was 21 days. For Supervisors it was 14 days apart from three days initial orientation.

National Literacy Mission

Following the eighth general elections to the Parliament, a new government assumed office. It announced a series of new policy initiatives. Along with a new economic policy, a new industrial policy and a new textile policy, etc., came a 'new education policy' in 1986, several months after a detailed, critical review of the country's educational system. A new Programme of Action (POA [1986]) was prepared in line with the new education policy. The POA announced a new National Programme of Adult Education (NPAE) which was to be a phased, time-bound programme, covering approximately 40 million by 1990 and another 60 million by 1995.

The NPAE was essentially a continuation of the then ongoing schemes of Rural Functional Literacy Projects (RFLP), State Adult Education Programmes (SAEP) and the Programme of Assistance to Voluntary Agencies. To these was added the Mass Programme of Functional Literacy (MPFL) which envisaged students, educational institutions, trade unions, local bodies and other individual organizations taking up literacy work voluntarily on an 'each-one-teach-one' basis, with provisions of reimbursement for actual field expenses incurred by them.

More important was that NPAE document put forward the idea of a Technology Mission for the eradication of illiteracy. It said that eradication of illiteracy will be launched as a Technical and Societal Mission. Such a Mission presupposes that we are at the threshold of momentous scientific, technological and pedagogic changes, which may, besides augmenting the range of the communication system,

make the process of acquiring literacy quicker and easier.

In pursuance of this commitment, the National Literacy Mission (NLM) was launched on May 5, 1988. It was partly a by-product of the NPE-1986 and largely due to the outcome of evaluation of the strengths and weaknesses of the NAEP by the Institutes of Social Research and Management.

There was certainly considerable cause for concern about the literacy situation in the country. Despite a historically extremely rapid expansion of formal education since Independence, the absolute number of non-literates aged 5 years and above was growing from census to census. It rose from 267 million in 1961 to 341 million in 1981. Since it was clear by the mid-1980s that adult education programmes had not substantially added to the number of literates, it was evident that a massive intervention was urgently needed.

In quantitative terms, the key objective of the Mission was to impart functional literacy to 80 million persons in the 15-35 age group in two phases: 30 million by 1990 and an additional 50 million by 1995. Motivation was identified as the central issue in literacy, and the design of the mission was to be based on this understanding. The Mission document also spoke of efforts to secure people's participation, involve voluntary agencies, improve ongoing programmes like the RFLP and the SAEP, expand the Mass Programme of Functional Literacy and institutionalize post-literacy and continuing education. It talked of ensuring the availability of standard learning material. The Mission would demonstrate the validity and efficiency of its approach by undertaking in 40 districts (20 'well-endowed' and 20 'under-endowed') a programme of Technology Demonstration for the development, transfer and application of techno-padegogic inputs.

The NLM continued to regard (as had the NAEP, the AEP and the NPAE) the project as the critical level in its management system. The project was territorially defined as one or two contiguous blocks in the district, and its objectives were identified as the eradication of illiteracy in its territory and organization of continuing education programmes.

While the NLM's initial conception of a project had the merit of focusing on a compact, administratively viable area and on functional autonomy within broad and flexible financial and other norms, it also persisted with the idea that projects will be implemented by various agencies namely, State Governments,

Voluntary Agencies, Panchayati Raj Institutions, Nehru Yuvak Kendra, etc.

The national level management structure for the NLM provided for an autonomous body in the Department of Education of the Union Ministry of Human Resource Development called the National Literacy Mission Authority (NLMA). Vested with extensive financial and executive powers, the NLMA has a two-tier structure: the Council, headed by the Union Minster of Human Resource Development and including among others, Ministers, Leaders of Major Political Parties, Members of Parliament and Educationists; and the Executive Committee (EC) headed by the Union Education Secretary. The Executive Committee of the NLMA would almost meet regularly and serve as the operational leadership of the Mission within the broad parameters of policy enunciated by the Council.

The launching of a National Mission for Literacy, thus putting literacy into a 'mission mode' served into convey the Union Government's earnestness about eradication of illiteracy. However, while the NLM recognized the many weaknesses of earlier programmes and sought to break new ground, in its original conceptual understanding it held on to the centre-based approach which was the heart of the pre-NLM schemes. It also continued to speak of projects being implemented by a variety of different 'agencies', instead of a people's movement. It was silent on the question of voluntarism, and did not state explicitly that the organizer/instructor of the AEC will not be paid. In fact, by stating that it was committed to continuing existing programmes with their quality improved by application of proven S&T inputs, better supervision, suitable training, pedagogical innovations, etc.' the initial NLM document appeared to emphasize technological innovation rather than such social innovations as voluntarism or unleashing a people's movement. 'Technology Demonstration' was stressed, and this related mainly to techno-pedagogic inputs.

If the NLM had remained within its initial conceptual framework, it is doubtful if its fate and its consequences for adult literacy would have been substantially different from that of its predecessors. However, within a few months of the launching of the NLM, two new developments took places which were to transform totally the character and future course of development of the NLM, and of the literacy scenario and outlook in the country. These dramatic developments came in the form of two initiatives: the Ernakulam Total Literacy

Campaign proposed and implemented by the Kerala Sastra Sahitya Parishat, the most experienced and leading contingent of India's growing 'people's science movement' – and Akshara Keralam by the 'Bharat Gyan Vigyan Samithi' which made Kerala the first fully literate state in the country. The Total Literacy Campaign Model or Mass Literacy Campaign Model had thus proved its viability on the ground.

The National Literacy Mission was launched by the Prime Minister of India on May 5, 1988 with a view to overcome the weaknesses of the earlier programmes and was conceived as a societal mission implying that political will exist at all levels for the achievement of the mission's goals. The objective of the National Literacy Mission was to impart functional literacy to adult illiterate persons in the age-group 15-35 years. The target for the mission was initially set in quantitative terms from time to time but was revised in much broader terms to achieve a sustainable threshold literacy of 75 percent by 2007.

The NLM had adopted a campaign approach, the success of which rests on the mobilization of social forces and on securing people's participation. The first breakthrough came in Kerala in Kottayam city, followed by Ernakulam district, where the literacy campaign was initiated in 1989 and successfully completed within one year. Here, for the first time, an area-specific, time bound campaign approach was implemented and the community became responsible for running its own development programmes and consequently, determining its own future.

The success of the campaign in the Ernakulam district of Kerala laid the foundation of the campaign approach. While developing a national strategy in the mission mode, the National Literacy Mission was fully aware of the need for diversity of approaches, given the inter-regional variations in the country. It was also aware that in many parts, participation of women itself would require a very intensive environment building campaign. The absence of good NGOs was also recognized and that is why a very systematic structure for participation of Government and Non-Governmental organizations in the District Literacy Societies was formulated. This represented one of the first major systematic efforts at working together with NGOs and individuals from outside the Government. The involvement of District Collectors in these missions provided administrative leadership and also a sense of involvement of all those associated with it.

Total Literacy Campaign

Total Literacy Campaign Model was accepted as the dominant strategy for eradication of adult literacy in India. These campaigns were area-specific, time-bound, volunteer-based, cost-effective and outcome-oriented. The thrust was on attainment of functional literacy through prescribed norms of literacy and numeracy. The learner was the focal point in the entire process and measurement of learning outcome was continuous, informal, participative and non-threatening.

Though the total literacy campaign was meant to impart functional literacy, it also disseminated a 'basket' of other socially relevant messages, such as enrolment and retention of children in schools; immunization; propagation of small family norms; promotion of maternity and childcare; women's equality; and empowerment, peace and communal harmony.

The literacy campaigns had certain striking features such as being area specific, time bound, cost effective and result oriented. The literacy campaigns were implemented through voluntarism and covered the preferred age group of 15-35, generally over a district taken as a unit, through mass mobilization of all sections of the society. It was for these reasons that the scheme of literacy campaigns had become the accepted principle strategy of the National Literacy Mission for the eradication of the illiteracy.

The salient features of the Total Literacy Campaigns were that:

➤ It was district specific
➤ Implementing agency was Zilla Saksharta Samiti, a registered body and usually headed by the District Collector
➤ It was implemented in campaign mode through mass mobilization of all the sections of the society
➤ Delivery was through voluntarism
➤ Environment building formed part of the campaign which harnessed the traditional, folk, rural and attractive mass media like T.V. and Radio
➤ Duration of the campaign was for 12-18 months, which included door to door survey, environment building, enrolment, instruction, monitoring and evaluation. Teaching/learning was for 200 hours spread over to six months.

The Volunteer Teachers were given a total of 7 days training programme in three spells of 4+2+1. Motivation of functionaries, social context of TLC was

taken-up during the first four days. This was followed by use of Primers prepared with IPCL method for 2 days and one day was set apart for data to be collected by Volunteer Teachers.

Post Literacy Programme

Post Literacy Programme was implemented for a period of 12 months. One of the major objectives of this programme was to enable the neo-literates to learn the application of the literacy skills as a problem solving tool so that learning becomes relevant to living and working. In the limited time available during TLC, it was not possible to dwell adequately on the functionality and awareness components of the programme. PLP also included mopping-up operation. Those learners who were dropped out or could not achieve the NLM level of literacy in the TLC phase were enrolled again. This gives another chance for the left outs to learn literacy. PLP specifically aimed at remediation, retention and consolidation of literacy skills through guided learning. Learners were also provided opportunity to continue learning through self directed processes.

The Volunteer Teachers of Post Literacy Programme were given in all 7 days training divided into initial training of 4 days and in-service training of 3 days.

Continuing Education

Continuing Education was more or less a permanent programme to provide educational opportunities not only for the illiterates who were still not covered under the initial literacy phase of TLC or through mopping up in PLP but also the neo-literates, school dropouts, educated and the public in general. Hence, it was called Lifelong Education. Under Continuing Education Programme, the main thrust was given for setting up of Continuing Education Centres which were to function as focal points for providing learning opportunities such as library, reading room, training facilities, information window, cultural programmes. Taking into account the local conditions and the resources available, the Continuing Education Centres were expected to carry out a few target specific activities like Equivalency Programmes, Quality of Life Improvement Programmes, Income Generating Programmes and Individual Interest Promotion Programmes.

As per the Training Manual prepared by the Directorate of Adult Education, GOI, the duration of the training for Preraks, Nodal Preraks and Assistant Preraks was 11 days.

Conclusion

Training of functionaries is important for achieving the desired results in any organization. This is true of adult education also. However, in almost all the schemes implemented, the area of training always found to be weak, inadequate and insufficient. The arrangements to train the field level functionaries are more uncertain and adhoc in view of non-availability of suitable places. This almost made the training a mockery. Unfortunately, we have never learnt lesson from the past experiences and continued to give least importance to train the functionaries. This badly affected the implementation of the programmes and at the end the outcomes also.

Hence, there is an urgent need to create institutional framework on a regular basis for organizing the training programmes. Neither the national Directorate of Adult Education nor the state Directorates of Adult Education nor the State Resource Centres (with an exception of a few) have the necessary infrastructure in the form of equipments, seminar rooms, hostel facilities etc. to organize training for the adult education functionaries at the national and state levels. Always these institutions depend on the facilities of other organizations to conduct the training programmes. Hence, it is high time that minimum basic facilities are created both at the national and state levels to meet the demand. It may be appropriate that training facilities are also available at district level. In addition, institutions can be identified and entrusted responsibility to train the functionaries. However, in both the cases well prepared training manuals will be of great use to the trainers.

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CHAPTER – 11

Centrality of Evaluation for Adult Education and Learning

H.S. Bhola

Understanding Evaluation

On the one hand, Evaluation is commonsense, natural to all human beings. Human beings are perennial evaluators as they go through life assigning values to foods they eat, clothes they wear, homes they live in, spouses they marry, moral judgments they make, and futures they imagine for themselves and their off-springs. On the other end, Evaluation today seeks to make sense, carefully and methodically, of the social dynamics of the world we live in; make social interventions to shape the world to fit our own visions of a desirable future; and at the same time take a measure of successes or failures of our attempts in doing so. In the process, Evaluation has become a vibrant discipline and has developed a rich domain of knowledge of theories, methodologies, and practices of evaluation enough to fill an Encyclopedia (Mathison 2005).

In terms of theorizing, model-makers, implicitly or explicitly, assume epistemological stances that allows them to look at the world both systemically (that is, as emergence from socially constructed multiplicity of subsystems in dialectical relationships); and systematically (that is, amenable to being well-ordered in contexts of relative immediacy of space and time (Bhola 1996; Stufflebeam, Madaus and Kellaghan 2000). Regarding methodology, the main objective is to make evaluative assertions that go beyond individual perceptions howsoever perceptive; and through methods both qualitative and quantitative have become collective perceptions; and thus have acquired the status of evidence. This eclectic, pragmatic methodological perspective enables development of discourses based on the whole range of methods and approaches from reflective to statistical (Archer and Cottingham 1996; Bhola 2005a,b).

Evaluation versus Research

Evaluation and research are similar in that both make knowledge assertions, but dissimilar in regard to the function and scope of the assertions made. Thus, the important distinction between them may be that Research has disciplinary and academic orientation, seeking to advance knowledge by offering generalization with wide scope and applications in the researchers' own discipline, while Evaluation is oriented to improvement of policy and planning within the bounds of some program of social intervention, seeking to clarify planning alternatives and to improve program performance. It should be said that good Evaluations can produce knowledge of interest to practitioners nationally and even internationally (Bhola 1990, page 12).

Formative Evaluations, Summative Evaluation

Evaluation theorists, and model-makers, have proposed useful categories of Evaluation: for example, formative evaluation and summative evaluation as two separate processes and purposes of evaluation. Formative evaluation is that which is conducted at various points during the course of program implementation to use in the reformulation of the program within which the evaluation is being conducted. Summative evaluation is meant to sum things up, and is often meant to determine total impact of a program.

This can be used for purposes of accountability in the immediate perspective, and reconsiderations of means and ends of the program in the long run (Mathison 2005, pages 160, 402)

Internal and External Evaluation

Within the international development context, a distinction is often made between Internal and External evaluations. Internal evaluation is one that is undertaken by insiders, that is, professionals and role incumbents within the Program or Project with the purpose of gathering feedback to improve the program as well as to report results to higher authorities and outside publics about the successes and shortcomings of a program to meet obligations for accountability. External Evaluations are conducted by evaluators authorized or contracted by an external agency often assuming a larger policy perspective. Evaluation results are

submitted to higher authorities within a country (thought not always), to foreign donors who may have funded a Program or Project and sometimes to other international agencies.

Evaluation is at the same time a professional and political act. Donors may not trust results from internal evaluations which they assume may be self-serving. Aid recipients may not pay much respect to evaluations conducted by outsider and may dismiss them as meaningless numbers collected by people unable to speak the languages of peoples they deal with and insensitive to their cultures.

Understanding what will be Evaluated

Evaluation and change are in a dialectical relationship, two sides of the same coin. Evaluation cannot even be conceptualized without understanding the entity that is to be evaluated to register any changes that may have occurred in the life of the entity resulting from the process of planned change.

While discussing model-building for evaluation, we had suggested that successful model-makers of the evaluation processes had, explicitly or implicitly, understood the need to look at the world both systemically (as systems with properties of emergence) and systematically (amenable to being well ordered in contexts of relative immediacy of space and time) (Mathison 2005, Stufflebeam, Madaus and Kellaghan 2000). The same is true of model building in the area of planned change itself.

A Model for Planning Both Change and Evaluation

The well-regarded CIPP (Context-Input-Process-Product) Model that came on the scene in the 1960s, was a useful initiative to assist in both designing social interventions and in evaluation of results of those interventions – especially relating to education, or health, or poverty, or hope for the futures of children (Stufflebeam, Madaus and Kellaghan 2000).

Over the years, more comprehensive Models have come to be developed. The following is one such example:

Evaluation of Planned Action: Policy into Practice

---- Context of Political Economy of a Nation ---
V V V V V V V V V V
Policy Processes of:
Formulation – Implementation --Mobilization – Evaluation
V V V V V V V V V V
INPUTS   X   PROCESSES   OUTPUTS/OUTCOMES

V V V V V V V V V V V V V
Agents and Adopters; and Configurations of Planned Change:

Planner		Objectives		Adopte
System	X	of Change	X	System

\|/
The Logic of Action
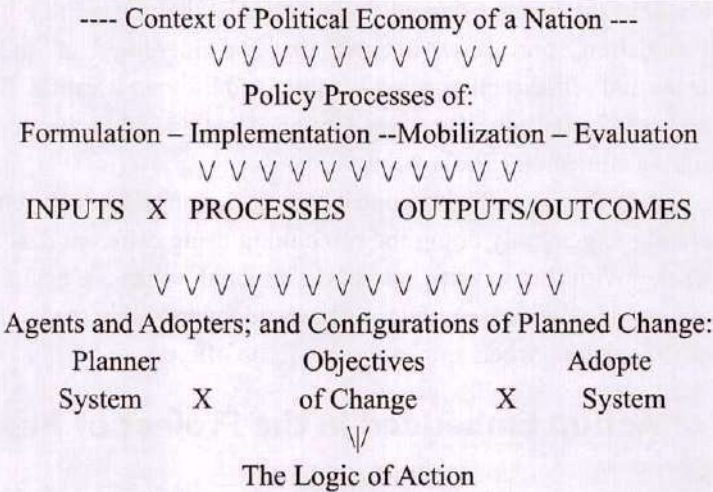
By way of exemplifying, how the above model can be used to describe and delineate a system, an application of the model to a program, project, or campaign for "adult literacy for development" is presented below (Bhola 1990, pages 57-59):

Contexts can be multi-layered, from Local to Global and are woven and textured with history, culture, and political economy.

Inputs can be material, intellectual, and institutional including, facilitators, instructional materials, and community support.

Processes can relate to mobilization, motivations, instruction, coordination, and management.

Outputs/Outcomes Immediate Outputs may be literate individuals, experienced facilitators, tested materials, and new institutional arrangements; while Outcomes may appear as social activism, rich learning environment, gender sensitivities and better health.

What is Our Domain?

In explicating the categories and networks within the CIPP Model, we take the example from "adult education for development." The language of discourse within the general domain includes adult literacy, adult education, lifelong education, and now inspired by the ideology of individual independence and self-direction, adult learning and lifelong learning. Then, of course, there is informal education, non-formal education and formal education; and continuing education (Bhola 2009).

Professionals that are offering educational opportunities out of settings of formal school are generally doing the same thing using different descriptions of their work. With this in mind, grand definitional issues are best avoided. What we do need to define is our own particular domain within the context and conditions of locations where our services will be offered.

Logic of Action Embedded in the Project of Planned Change

In articulating the logic under-girding planned action, it is important to realize that social change resulting from social interventions is not a linear process, it occurs within a system of social configurations. This idea is captured in the CLER (Configurations-Linkages-Environments-Resources) Model of planned change derived once again from systems theory (Bhola 1988).

To increase the probability of a change event occurring (and later on to evaluate it), the model suggests that we look at the process of change as an ensemble of three entities in mutually dialectical relationships as in the following:

$$\{P\} \quad X \quad \{O\} \quad X \quad \{A\}$$

where $\{P\}$ is the planner (or intervention) system, described in terms of social configurations (Cs) involved; linkages (Ls) within and between other entities; the environments (Es) in which the planner system is placed; and the resources (Rs) it has available to promote the development and dissemination of innovations. $\{O\}$ is the Objective of planned change. Depending on the context of need, the particular social, economic, and political spheres in which

change will be sought, and specificities of those needs, will be defined. {A} stands for the potential adopter system which is supposed to be benefiting from the changes on the horizon - - described in the same four categories of configurations, linkages, environment and resources needed to incorporate innovations within their lives and livelihoods.

The CLER model looks at four different social configurations: Individuals, Groups, Institutions and Communities or Cultures. Linkages can be formal or volitional, within or between configurations. Environments can be supportive, neutral or inhibitive. Resources can be conceptual, institutional, material, of personnel, of influence (goodwill) and time. To increase the probability of a change event occurring, the CLER model suggests that the four factors should be optimized in synergy.

From Objectives to Indicators

Indicator Writing is no easy task. While results of teaching literacy lend more easily to tests for measuring levels of achievement and subsequent statistical analyses, the same is not true of attitudinal, skills-related, economic, social and cultural consequences of planned change. In both cases, professionally sound concept analysis has to be undertaken, to develop indicators that become available to observation (Bhola 1990, pages 123-127).

In this age of Globalization, when local programs may have regional, national, and international partners and supporters, indicators must lend themselves to comparison as all these various levels and locations.

From Evaluation Surveys and Studies to Systems for Monitoring and Evaluation

For too long, evaluation surveys and studies were conceived and conducted as stand-alone independent exercises, submitted to their sponsors and then forgotten. There was no sharing of results among others, no building of a future evaluation on the previous one, and so no institutional memory was created. Today, it is well understood -- though not necessarily universally practiced -- that designing of plans for implementation of a program and project should be undertaken concurrently with an eye toward developing a total Monitoring and Evaluation (M&E) system for the Program. Ideally, evaluation data available

in the M&E system should be used for re-analysis to answer additional evaluation questions as they arise. At the end of each new survey or study, the new data should be stored in the existing M&E System.

Built-In Evaluations for Creating Cultures of Information

With the existence of M&E systems as discussed above, it is then possible to actualize "Built-in" evaluations within each and every program, or project and to create within each of responsible institutions "cultures of information" to thus make it possible indeed to make "Adult Learning More, Better and Different."

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Review and Analysis of Research in Adult Education

Manjeet Paintal
Anuradha Sharma

The 1986 National Policy of Education states that Adult Education is very essential for the community development process; it stresses upon illiterate adults who are above the age group of fourteen years. The enrolled adult illiterate's not only receive knowledge of three 'R's but acquire life skills, soft and vocational skills throughout their life span to improve their social, cultural, income generating and professional abilities. Thus adult education is considered as an intervention tool for socio-economic empowerment. Adult education is an arrangement to ensure the adult learns and has continuous access to reading material to create a learned society. In the context it could be considered that lifelong education is synonymous to adult education and adult literacy.

In the current study an endeavor has been made to collect the research studies on adult education from the region of Punjab and Chandigarh then consolidate and classify them according to the categories they fall in. Only those papers or studies have been taken into the account, which have been conducted after launching of National Literacy Mission (NLM, 1988). Initially a survey was conducted in the state of Punjab and Chandigarh to find out the involvement of different organizations and institutes in the adult education activities. The covered institutions were: Education Department of Panjab University, Chandigarh; Education Department Punjabi University of Patiala; Education Department Guru Nanak Dev University of Amritsar; Regional Resource Centre for Adult and Continuing Education; Centre for Adult Continuing Education and Extension of Panjab University Chandigarh; DIETs and other prominent departments of Education located in the area. The evident primary and secondary sources of research were in the form of theses, dissertations,

project reports, and few documents, pertaining to the area of study. The periodicals, research/ research reports or short research communications have not been included in the study. Consolidation and review was conducted after collection of the available studies. The status and feasibility of the findings of the compiled research studies were subsequently analyzed.

Broad Objectives of the Study

*   To collect information on available research studies concerning various aspects of adult education conducted under the jurisdiction of Regional Resource Centrefor Adult and Continuing Education i.e. Punjab and Chandigarh region.
*   To categorize the various studies into different sub-areas for the purpose of identification of research trends.
*   To prepare an annotated bibliography of these studies for meaningful dissemination.
*   To examine the status and feasibility of implementation of the results in the field in the jurisdiction of Regional Resource Centre, Panjab University, Chandigarh.
*   To identify the priority research areas for further investigation.

Design of the Study

The study is divided into two phases. The scope of the survey of two phases was limited to Punjab and Chandigarh region. The summative purpose of study is to classify, categorize and to investigate the status of dissemination and utilization of research findings in the region.

Phase-I: The first phase covered, the researches already conducted in Adult Education in the Punjab and Chandigarh region. All the institutions of education in the region were surveyed to review the research conducted in the area of adult education and then these were further classified, categorized and analyzed. This phase is based on the secondary data.

Phase-II: the second phase includes the extent and possibility of implementation of the results of research studies. For this purpose a questionnaire was circulated to all the functionaries who were responsible for the implementation of adult education programme . Their feedback was taken

to examine the level of access of the findings of the research studies and the activists in the field. The collection of data in this phase is based on the Primary sources.

PHASE - I

In this phase the related research studies were personally collected from the various mentioned sources from the region of Punjab and Chandigarh. These studies are classified into different categories and analysis was done thereafter.

Broad Classification and Categorization of the Research Studies

The studies thus gathered were reviewed and classified into broad categories through an interactive and brainstorming mode. The major broad areas of research were devised for the purpose of classification. As there is no such scheme available in the literature; they were classified into twelve broad heads as given below:

Table - 1

Broad Classification of Research Studies

Number	Broad Classification
1	Historical development of Adult Education
2	Teaching learning outcomes (literacy skills)
3	Motivational study
4	Participatory and non participatory programmes
5	Administration/Management
6	Strengths, Weaknesses, Opportunities and Threats (SWOT)

7	Knowledge, Attitude and Practice
8	Material production
9	Population Education
10	Interest, needs of the learners
11	Programme evaluation
12	Training effectiveness

Table-1 shows the studies given above were placed under the selected broad classifications, which are presented in the tabular form. Twelve broad classifications were identified out of the total of 39 collected studies.

Table - 2
Year-wise distribution of research studies

Sl. no.	Year	Number of studies	Percentage
1	1988	8	20.5
2	1989-91	6	15.3
3	1992-94	6	15.3
4	1995-97	10	25.63
5	1998-2000	9	23.0

Table-2 depicts the year wise distribution of conducted research studies in the region of Punjab and Chandigarh at different academic and research institutions, keeping in mind the time frame of 1988, i.e. from the time NLM was launched.

Table - 3

Distribution of broad categories of studies according to number and percentage

Broad Categories	Number	Percentage
Programme evaluation	11	25
Interest, needs of the learners	2	5
Historical development of adult Education	1	2.5
Knowledge, Attitude and Practice (KAP)	4	10
Strength, Weakness, Opportunities and threats (SWOT)	1	2.5
Training Effectiveness	1	2.5
Teaching Learning outcomes (literacy skills)	4	10
Motivation/psychological field	4	10
Participatory and non Participatory programmes	3	7.5
Administration and management	1	2.5
Material Development	3	7.5
Population Education	4	10

Table- 3 shows the number of studies conducted under different broad categories. It was revealed from the collected studies that maximum number of studies were 'evaluative studies' i.e. this means that the main focus has been

on the evaluation of adult education programmes. Very few were related to material, management and training.

Table - 4
Distribution of studies on the basis of earning academic degrees

Degree	No. of Studies	Percentage
Ph.D. thesis	8	20.50
M.Phil. Thesis	8	20.50
M.A. thesis	5	13.00
Other Sources	18	46.00

Table-4 reveals that 54 percent studies were related to academic issues only i.e. for earning of the qualifications or degrees and less than fifty percent (46%) were conducted by institutions during the short field projects.

Data Analysis and Interpretation of Phase - I

The basic purpose of the present study is to evaluate and critically review the available research studies completed in the peripheral jurisdiction of the investigating Regional Resource Centre for Adult & Continuing Education, Panjab University, and Chandigarh. The adult education areas which have received adequate attention in the light of its significance, to suggest future directions for emerging research activities.

The studies were collected from different academic and research institutes and abstracts were developed on the various researches. They were further classified into two different categories i.e. Academic studies for a degree and short-term research projects. It was found that out of the total of 39 studies 21 studies were conducted for obtaining degrees. The rest 18 were based on the research projects undertaken by various institutions of the region. The topics of these studies were mainly pertaining to

evaluation/participation/non-participation in the programmes; Knowledge, Attitude and Practice (KAP) studies on the different concept of Literacy Campaign; the problems of dropouts; motivation and mobilization aspects of literacy campaign. Other researches like the historical development of adult education; the learning outcomes in terms of skills; studies related to preparation of IPCL Primers; developing of teaching learning material for effective outcomes. The other studies were related to population education; empowerment of women; health; childcare; the integration of responsible parenthood etc. These studies are also segments of adult education programme to see practical problems encountered while implementing literacy campaign in UT Chandigarh and Punjab.

PHASE – II

To study the Utilization and Dissemination of Research in Adult Education

In this phase the source of data is primary based, to study the utilization of conducted research in the field. For this purpose a workshop was organized. Functionaries engaged in adult education were invited for deliberations to formally find out the research topics covered in the first phase of the study, whether these studies have any relevance in planning or policy formulation. The feedback could provide corrective measures of improvement in the quality and quantity results of adult education programmes at the grass root level.

Specific Objectives

The second phase of the study was carried out with the following objectives:

1. To examine whether the findings of the researches on adult education has been of use in strengthening of policy and planning or implementation of the programme.
2. To seek the priority areas of adult education as expressed by the field functionaries.
3. Suggestions made by the field functionaries for the optimum utilization and dissemination of the research study in the field.

Methodology

Keeping in view the objectives of the study, the present second phase of the study is essentially an appraisal technique method. A questionnaire was developed for this purpose by the two investigators. A one-day state level workshop was organized and questionnaire was distributed among the participants. The field functionaries who were associated with the adult literacy programme directly or indirectly i.e. from District Institutes of Education and Training (DIETs)) or Zilla Sakhsharta Samiti (ZSS) and from any other registered or un-registered organization working at the block level were present. Thus a random sample of 115 field functionaries was taken from fifteen districts of Punjab state.

Table – 5

Distribution of functionaries who participated in the workshop

District-wise	No.of ZSS functionaries	No.of DIET functionaries	No. of functionaries from other organizations
Bathinda	8	1	4
Fatehgarh Sahib	1	1	0
Ludhiana	5	0	1
Sangrur	10	2	0
Patiala	1	0	1
Ferozpur	8	0	0
Faridkot	3	0	1

Hoshiarpur	6	0	1
Kapurthala	17	0	11
Nawanshehar	17	0	4
Roopnagar	6	0	1
Jalandhar	1	0	0
Muktsar	1	0	0
Gurdaspur	0	0	1
Mohali	0	0	2
Total	**84**	**4**	**27**
		Grant Total	**115**

Tools Used

For the purpose of collection of the data a structured questionnaire was prepared. It was divided into following two parts:

Part – I dealt with the general characteristic of the studies undertaken as discussed in the first phase of the study. As list of thirteen nine studies have been given in (Annexure)

Part–II dealt with the questions and knowledge on research in adult education, its utilization and effectiveness, if any, for better reach out and utilization of research finding in adult education programme.

Analysis and Interpretation of Phase –II

Table - 6
Number of Participants/functionaries who could access the studies

District	Total no. of participants	Functionaries who could Access studies
Bathinda	13	2
Fatehgarh Sahib	2	0
Ludhiana	5	0
Sangrur	12	0
Patiala	2	1
Ferozpur	8	0
Faridkot	4	0
Hoshiarpur	7	1
Kapurthala	28	0
Nawanshehar	22	1
Roopnagar	7	1
Jalandhar	1	0
Muktsar	1	0
Gurdaspur	1	2
Mohali	2	2
Total	115	10

Table-6 discloses that only ten out of a total 115 respondents could access to one or more than one research study. This implies that very few field functionaries have knowledge about the research undertaken in the area of adult education. The reach out of research studies as seen is very low, further it

exhibits that the research studies known to the field functionaries re project reports and not academic theses or dissertations. This is attributed to the non-dissemination of theses and academic reports at block or district level. Thus it can be concluded that there is a fundamental need of these reports or research findings to get wide publicity and coverage in the regional languages by using multimedia communication. Reporting of the findings in local newspaper will be of paramount importance. Workshops on dissemination and effectiveness of the results of the various research reports/theses may be taken up locally in relation to successful implementation of programme.

Most of the times the field functionaries expressed their problems and could not mention research topics to be covered. The field functionaries reported that they had little knowledge of project type research in adult education. They were aware about the research conducted on topics like causes of drop outs of adult learners from literacy campaign, mobilization and motivational aspects of learners,*IPCL primers methodology, village development and literacy, population education, implementation of *TLC, attitude of adult learners towards TLC and adolescent Education. Regarding suggestions for setting priorities of topics to be researched on adult education only few functionaries could give recommendations. Open views were expressed by qualified functionaries and they were found to be better informed. They revealed that the status of research conducted is more academic and evaluative in nature and not practical i.e. According to them they are not action-oriented researches. They intimated that research in adult education should be done on topics, which support better implementation of projects in the field. A conspicuous intimation of the present study is that research reports and findings should be translated into regional languages and be disseminated at the local level in book format. Most of them desired the active and frequent interaction of field workers with researchers in adult education. Based on the inspiring recommendations it is suggested that a workshop on action research in adult education be organized half yearly and an effort be made to form a regional association of the field functionaries of adult education. The articulated areas of research by the field functionaries were mainly oriented towards the successful implementation of the project findings in the field.

The various topics emerged for future research, according to the responses received from the functionaries. They are as cited below.

- To study the working condition of literacy centers and to find ways of improvement.
- To study the characteristics of successful volunteers and impact of training on volunteers.
- To find out reasons why the projects are abandoned mid-way.
- To find out the factors associated with the success of residual illiteracy
- To find out the problems of volunteers/learners/teachers and to find out solutions for motivation.
- To study the role of adult education in economic development at family level.
- To study relationship of monitoring strategies and techniques with the achievements of the learners
- To study how the participation of local government can be strengthened.
- To relate the success of the project with logistics of material production and distribution.
- To study the role of adult education in transforming the economic and social status of women
- To study the impact of training on the job and in field set up.

Recommendations and Suggestions

The summary of the analysis of the study conducted at the regional level i.e. at Punjab and Chandigarh reflects upon the following suggestions for perception of research studies in the field of adult education.

- Research studies should be published and should reach all- the ZSS functionaries so that the persons engaged in this field gain greater insights by acquiring knowledge.
- Research studies should be translated in the regional languages and disseminated throughout.
- Workshop on regional research conducted in Adult Education as a follow up to be taken up after every six months.
- Research needs to be conducted in the emerging areas as suggested by functionaries of adult education at various levels.

- Forming of regional Associations of Field Functionaries of Adult Education.
- A repository of research in adult Education may be planned to collect database of research activities with the intention to synthesize bibliographies and material lying scattered in the institutions.

Adult Education Research: Priorities to be Placed

The analysis of the studies carried out in the area of adult education in the state shows that most of the studies are impact/evaluation studies. Very few studies demonstrate functionality. There is a need of developing theoretical concepts of adult education in order to understand development of its sub-components. It is felt that fundamental or theoretical research may be taken up and planned to build a body of knowledge on adult education. Research for field-testing is incorporated to study the impact of National Literacy Mission. Efforts should be made to build up awareness regarding successful implementation of adult education programme. Over-lapping of the work by different development agencies in the field must be avoided and relative role of these agencies be defined. Lack of interest and negative attitude towards adult education research could be attributed to the marginal consideration of adult education as an enterprise.

More areas of research could be related to administration and organization of adult education at the government and local level, its policy planning, economics of adult education and development of appropriate reading material and methodologies, mass media its effect and role be studied.

Evaluation of the programmes, inter-disciplinary research projects could also be undertaken to promote research in adult education. Continuing Education seems to be less explored, so there is a need to place more stress on this aspect of adult education. Relationship of elementary education with adult literacy in bringing about education for all may also be taken up for research in a quantitative and qualitative perspective by utilizing secondary sources as well as the primary sources.

Summary and Conclusions

Research in Adult Education is a developing field. The sample taken of present study for 'review and analysis of research in adult education' is divided into two categories, namely theoretical and practical. The research conducted by the universities and colleges for degree viz. (Ph.D., M.Phil. M.Ed.) Usually is of theoretical nature, On the other hand the research on the topics of practical value is being carried out in the form of Research Projects sanctioned by *NLM/DAE, or through Ministry of 'Human Resource Development, Govt. of India. The latter kind of research has been conducted in the State Resource Centers. There is lack of balance between practice oriented and disciplined oriented adult education. The purpose of the discipline-oriented research is to develop and test theories in order to lay foundations for applied research.

Application and utilization of research findings in adult Education also involves the dissemination of results in the field, the augmentation of activities, the state road map thereafter.

This study was conducted in two phases. In the first phase of the study the data was from secondary sources, already published research studies were collected in the form of abstracts of papers, studies, thesis or dissertation for a degree. All the important institutions in the region were contacted to report on the research conducted in the area of adult Education. The studies gathered were categorized by arbitrary classification scheme devised through an interaction mode and abstracts of each study were prepared.

In the second phase the data were collected from primary sources. Workshop was conducted for this specific purpose. This was supplemented by collecting data from the field that is from DIETs, ZSS and other institutions. It was found that the results of research are minimally disseminated at district level. In general the functionaries are not aware of these projects and about the research being carried in the Universities.

Thus the present study suggests that the results of the research may be disseminated widely at the district level and the efforts should be made to incorporate the findings in the main stream of adult education programmes.

Training workshops/courses need to be organized for state level functionaries inclusive of district level workers on research methodology relevant to Adult Education Programmes. Regional/State Resource Centers can undertake this

task in future. From the results of this study, it seems that very little is being done to put the findings of various research studies into practice.

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Annexure
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Processes and Products Influencing Extension in Universities

Jai Prakash Dubey

"... Adult education is not something, which can deal with just 'agriculture' or health or literacy or mechanical skills etc. All the separate branches of education are related to the total life a man is living...This means that adult education will permeate changes in men, and in society. And it means that adult education (extension) should promote changes at the same time as it assists men to control both the changes which they induce, and that which is forced upon them by the decisions of other men or cataclysms of the nature... In that case, the first function of adult education is to inspire both a desire for changes, and an understanding that change is possible. It is for critical thinking."

- Julius Nyerere

The universities in India responded positively to the enormous changes at work both in India as well as outside by initiating intervention programmes targeting the social, educational and economic needs of the community, thereby, creating a new role for them as it was consistently being questioned at places (Planning Commission, India, 1951, Ashby 1971) and others. The question of such influences as far as introduction of literacy programme has been examined by several authors (Dubey 2006). But the general influences slowly working towards a definite direction towards Universities taking up extension function has not found the same favor. The function as advocated in the above quote has three fold purposes of creating both a desire and demand for change and enabling a process of sustainable thinking and action. In this paper such incidents, thought, processes has been collected and collated for the purpose. As has been quoted above the Julius Nyerere finds the scope of such intervention at all level including the level of higher education as extension function of universities caters to the needs of society which are not only

mundane but cultural, social, ethical and developmental as well.

Before entering into the exercise of examining influences of agricultural extension processes (and other i.e.health and home sciences) an attempt has been made to contextualize the work by defining and categorizing the extension system at a rudimentary level in order to help develop the work in reference to the influence generated by the agriculture on general university extension. Based on the nature and character of extension education, as has been practiced, Dubey (2006) has categorized and defined extension as agricultural extension and other need specific extension services provided by the general universities which have few commonalities in intention and goal:

1. Extension is no longer associated with the sporadic lectures by the university's 'low rank' professors; other senior professors willingly associate with

2. Extension carries with it a developmental urge, suggesting an initiative on the part of those agencies, which has an obligation to the society. It advocates a formative action by the university, with its resources at its command in form of students, functionaries and its gamut of knowledge, for those who need such services in order to lead a better life.

3. Extension is perceived as a mechanism for the university to reach out to the community and work for the common good of the people. Based on the insight gained out of the process, it introduces the dimension of "intension" of creating a force to bring changes within the formal system of knowledge, hopefully, extension of academic curricula. This can only be possible with the increased and sustained interaction between university and community.

4. The extension can be defined in terms of its objectives with which it goes to the community; it broadens the socio-cultural perspectives of the students and teachers through an immediate exposure to the conditions in real life, which may not otherwise be available to them in traditional form of education system; it provides a functional opportunity for both the participants to gain knowledge simultaneously while exchanging education and service. Based on the context it can be multidisciplinary and may adopt multiple approaches.

5. It's a two way process where community gets its service and university gets an insight into the real life situation of the people.

Agricultural Extension as the Precursor

Extension as a movement has had its roots in the societal concern for transfer of technology, processes and practices - from those who have access to such knowledge and skills to those who could gainfully use the same in their daily lives - with a view to improving the quality of their livelihoods on the one hand and development of the society in general on the other.

It is, basically, interacting with the people in such a manner that new knowledge and skills become a part of their lives. A Chinese proverb exemplifies the phenomenon in the following words:

"... Tell me and I will forget, show me and I will remember, involve me and I will understand."

Such initiatives were usually planned for people, who were not enrolled in a university or any other educational establishment on a full-time basis; it also referred to the addition to one's own work or courses of study at a University or any other educational establishment.

In its original meaning, Extension as a practice focused on dissemination of messages relating to Agriculture and Health; it has, over a period of time found roots in Home Science or Community Resource ManagementColleges and Institutes, and, in the teaching and practice of Social Work. Indian Universities and Colleges providing General Education Programmes through processes that included Teaching and Research added Extension as their "Third, yet equally significant or important function" in the second half of the twentieth century.

Agricultural Extension has been a precursor to extension of knowledge and practices in all other disciplines. It grew from cajoling the farmers to adopt new knowledge and farming practices (with the specific aim of enhancing productivity levels) that became available to society through a process of initial documentation of best practices to problem-specific research studies. The new knowledge and practices so obtained were mediated through communication processes utilized to bring the new knowledge and practices within the grasp of the farmers and their families. It has finally graduated to recognizing the farmers and their families as powerful storehouses of knowledge and practices in their own right.

Both technology transfer and transfer of skills, along with other services, are now chosen by the farmers and their families; the communication process has

thus tended to become farmer-led as against the earlier top-down practice of information and skills transfer.

The Extension System in India is essentially driven by the State Governments through departments such as Agriculture, Horticulture, Animal Husbandry, Fisheries and Sericulture. The structures created for agricultural extension have been in response to the kind of emphasis accorded either to the government-led extension activities or to the farmer-led agricultural extension activity. However, both the structures created – for the government-driven extension system, and, the farmer-driven extension system – have tended to somewhat ignore the contribution of women in farm production. Farm production by women is estimated to about 55-65%, with higher percentage in certain regions and farming systems. The extension systems have not done much to understand their roles and the challenges that they face in the process. All that the systems have so far done is to allocate 30 percent of funds for extension activities exclusively for women.

The State-level Departments of Agriculture, Horticulture, Animal Husbandry, Fisheries and Sericulture have their own Training & Visit (T&V) Systems that specialize in specific crops. These T & V Systems undertake the following activities:

- Transfer of improved varieties (technology dissemination for agriculture production)
- Transfer of proven management practices, and
- Input distribution in terms of quotas and deadlines, sometimes free or subsidized input, services and/or other incentives

A World Bank paper (2005) points out that the strategy has not always resulted in desired gains and suffers from many limitations:

"---. The top-down approach and limited participation of farmers in shaping the extension services delivered have limited their accountability in view of the Government of India's pre-occupation with food self-sufficiency since independence, the State-level Department of Agriculture (DOA) extension systems generally concentrated on cereals, particularly rice and wheat, with an emphasis on the transfer of improved varieties and management practices. The weak coordination between the state DOAs and the other line departments and the limited staff capacity beyond the Department of Agriculture also often

translated to limited extension activities beyond cereals. The weak coordination with research at the central level further increased the difficulty of ensuring effective research-extension-farmer linkages at the state level. The main focus of extension continues to be technology dissemination for production agriculture, although marketing; post-harvest handling, and enhancing livelihoods are emerging as key concerns of the rural communities. In many states, tight fiscal constraints contributed to the breakdown of the state extension (Hanumantha Rao 2003)"

A New Policy Framework for Agricultural Extension, formulated by the Government of India in 2002, advocated a shift from the earlier primary focus on "increasing the productivity of staple food crops" to "a new farming system-approach that concentrates on increasing the farm household income through agricultural diversification".

The New Approach is said to have made Extension "more market- or opportunity-driven"; its primary aim is to make farmers "more competitive in both domestic and international markets". It has encouraged greater "public-private partnership" that ushers in a "multi-agency extension system" with Private Sector institutions taking over responsibility for some research in some areas and corresponding services.

The farmers and other residents in the villages are encouraged to participate directly in the tasks of assessing local needs, setting extension priorities, evaluating system performance, and in improving the accountability and transparency of public extension. This approach is known as the farmer-driven approach working through the Agricultural Technology Management Agency (ATMA), a registered Society of all stakeholders involved in agricultural activities and a governing board at the district level, farmer advisory committees and block technology teams at the block level, and producer/self-help groups at the village level. These are quasi-government registered legal entities working with more flexibility than the line Departments in the State governments. Their funding sources are diverse, including those accessible from the government. They have the freedom to "enter into contracts, maintain revolving accounts, charge for services, and, recover costs from farmers or other service recipients".

This mechanism helps to institutionalize "bottom-up planning" with a view

to laying down their own priorities in terms of needs of the farmers; the mechanism of formulating, through participative processes, Strategic Research and Extension Plan (SREP). Such Plans are approved by the District Governing Boards. Grassroots democracy is built into the process with the Block Technology Teams preparing Block Action Plans within the framework of the SREP and approved by Farmer Advisory Committees. The District Plan thus comprises the aggregation of the Block Plans. They have the freedom to enter into contracts with NGOs to provide extension services in selected blocks/areas.

The ATMA appeared to have brought the focus back on the farmers, their traditional knowledge systems, acquisition of new knowledge being absorbed and assimilated by the farmers, and, adopted by the farmers if it appealed to them. The NGOs have the freedom to use Farmer-to-Farmer Extension Services through individuals or through farmer organizations; in some cases, partnership is sought with input providers for demonstrations and farmer training.

The National Bank for Agriculture and Rural Development (NABARD) launched the Agriclinic Scheme in 2002 to make "available new, commercial sources of inputs, services and technical advisory services to farmers". The Agriclinics attract a 25 percent investment grant from the Central Government with the balance of 75 percent financed through Bank loans. The Agriclinics are expected to provide testing facilities, diagnostic, control services and other consultancies on a fee-for-service basis.

The Scheme of Agriclinics has made it possible to provide extension services to farmers through technically skilled graduates at the village level. They supply inputs (including seed, fertilizers, agrochemicals, feed and medications), technical services (including artificial insemination, vaccinations, and soil testing), and advisory services. The costs of such services are "bundled with the sale of farm inputs and/or other technical services, and made available to farmers on a commercial basis."

Agriclinics have the potential of growing, over a period of time, into a mechanism that can provide specialized services in crop production/protection, animal husbandry/veterinary services, and/or agricultural marketing and farm management services. This structure provides the Graduates in Agricultural Sciences a chance to share their knowledge and skills with the farmers in the village and become an important human resource for the village economy. They

could even develop the capability of providing/linking to services such as
- Access through internet connection to specialized technical or marketing information
- Crop insurance
- Information on sanitary and/or phytosanitary regulations that farmers may need to know in successfully marketing their products in niche or international markets
- Promote high-value commodities (e.g. banana, pineapple and papaya, via tissue culture procedures, seed or feed processing units, and
- Plants to produce bio-fertilizers (e.g. vermiculture or composting) or bio-pesticides

Extension is essentially a knowledge-intensive activity; it generates knowledge, packages it in the language of the farmers, and, disseminates it.

It could also be described as an activity in "knowledge management". The model of extension adopted in India is one that comprises the following stages:
- Knowledge generation through research in agricultural systems,
- Simplification and documentation of insights generated from research,
- Planned communication and interface among a chain of stakeholders – researchers, extension workers, farmers cropping for specific crops in their respective farming systems-based agro-ecosystems, and
- Identification of new research issues that surface during the planned communication and interface with the various stakeholders.

The planned communication involves problem-specific engagement with the farmer in his/her field; it has so far been
- Commodity-centric (with emphasis on rice and wheat, for example)
- Community-development-centric (with attention to a whole range of social, cultural and economic problems)
- Technical innovation-centric (carrying the new knowledge from Lab to Land), and
- Farmer-centric, though so far in a somewhat weak form

The communication model would continue to hold its ground insofar it places central emphasis on the farmers:

"The most important challenge for the future extension managers would be the Management of Knowledge. The success of a farmer in the years to come

is going to be primarily dependent upon his level of knowledge. The real prices of agricultural products are falling, because knowledge makes it possible to produce products with less land, labour and other resources. In many countries, farmers, who are farming at a knowledge level a good farmer had 10 years ago, have to go out of business because they can no longer compete with more competent farmers."

The diverse models utilized in agricultural extension over a period of time have involved communication between various stakeholders; the number of stakeholders and the status that they occupied would depend on the process of that communication and the criticality of communication.

The process of communication, right from the period of the experimental stations to the phase of Training & Visit System, involved "senders" of messages and "receivers" of messages. This communication model – the transmission model of communication - represented an authority-led communication process with the senders standing for government planners, researchers, and the field level extension workers; the receivers were the farmers on the ground. The kingpin of this communication was the Extension Worker since she/he carried the messages (designed by the researchers) to the receivers (farmers).

Some scholars have preferred to call the "transmission model of communication" as "paternalistic", or, "top-down". The "participatory model of communication" is beginning to gradually replace the "transmission model of communication"; the farmers in this later model have the freedom to add their "knowledge", even "opinions" with the provision that based on "information-sharing" initiated by them they will have the right to participate in "decision-making".

This has resulted in not only of increasing agricultural productivity through transfer of technology and improved agricultural practices but also making provisions of human resources development of those involved in agriculture and encourage them to participate in upgradation and modernization of their knowledge and skills as well. In India, the initial demands made on the Agricultural Research and Extension Systems has also grown from the concern of food grains shortage to the New Approach of making agriculture and extension "more market- or opportunity-driven". It has also encouraged greater

"public-private partnership" that ushers in a "multi-agency extension system" with Private Sector institutions taking over responsibility for some research in some areas and corresponding services as has been elaborated in the preceding pages.

University-based Extension

The Policy Frame on Development of Higher Education (1977) provided the necessary impetus for the UGC to formulate Guidelines for operationalisation of extension in 1983 and 1985. The resolve of the UGC is reflected in the paragraph stated below:

"University system has a responsibility to the society as a whole. All universities and colleges should develop close relationships of mutual services and support with their local communities, and all students and teachers must be involved in such programmes as an integral part of their education. The National Service Scheme (NSS) programme should be expanded and improved. Ultimately to cover all student programmes should be to implement a spirit of co-operation and social commitment inter-related to moral development. It should be the obligation of the teaching community to give extension lectures to interpret recent trends in their fields to community, to create scientific awareness, to participate in adult education and workers' education programme etc. Universities can also help in the preparation of development project for the community around them, including the rural community. Such involvement will also help in bringing relevance into the courses at the under graduate and the postgraduate level and into the research programme".

For the institutions of Professional Education, where teaching-learning-examination system is not like general education, it was clearly stated in the UGC guidelines of 1983 that these should be asked to contribute in special ways.

The UGC policy led to the massive expansion of university extension at a very rapid pace during 1980s when these agencies grew in terms of number, programme content and personnel and a huge involvement of the universities and colleges in the National Adult Education Programme. This generated renewed interest in the nature of relationship between not only the university/college and its surrounding community, but, also between the

agencies directly responsible for this programme as well as others in the university.

In pursuance of this decision, the UGC gradually introduced several extension programmes including the:

1. National Adult Education Programme (1978)
2. Removal of Adult Illiteracy under point No. 16 of the new 20 Point Programme of the Government of India (1982)
3. Continuing Education Programme (1982)
4. Population Education Programme (1984)
5. Population Education Resource Centers (1985) and
6. Area Development Approach to Extension (1988)

The universities developed other programmes like National Integration, Science for the People, Rural Development and Remedial Teaching/Coaching for the Weaker Sections, Legal Literacy, Environmental Education, and Development Advocacy with support from other agencies.

Eradication of illiteracy should probably be viewed as the first step towards this intervention strategy not only as a welfare activity for the deprived social groups but also as an important means for making higher education relevant to the needs of the society as a whole and in increasing its effectiveness in solving existing societal problems.

The University Grants Commission as the Apex body of Higher Education, charged with the responsibility of laying down and maintenance of standards, formally acknowledged the significance of Extension in its Policy paper titled Development of Higher Education (1977) by describing extension as an instrumental mechanism responding to the societal concern for people's right to enhancement of their knowledge and skills through the technocratic resources available in the Indian Universities.

Extension "is Universities' out-reach to the community". It is an educational process (Esminger 1967) "to change the attitude, knowledge and skills of the people". It is basically working with men & women themselves as an enabling exercise. It is also 'learning by doing' and practicing the concept of 'seeing is believing'. Extension is for development, welfare and happiness, and harmony with the culture. Extension is: to allow access and have access to and to open the university to the community and community to the university, to interact

with the people in order to learn and generate new knowledge and to effect changes in curriculum and instruction.

Bhatia (1980) viewed 'extension' as a learning modality that refers to "a range of terms or concepts as measured by the objects, which it denotes or contains as opposed to its internal content often contrasted with intension. "… It means reaching fruits of knowledge, research and new skills to millions of people. It also means the choice of 'appropriate technology for a people oriented development'".

Extension is for creation of 'consciousness and knowledge' for the 'liberation of people', which cannot be by, means other than their own (Bonda 1991). But consciousness in itself is not sufficient to warrant liberation as the communication process and theory building has been arrogated by a small group of four percent, which is termed (Das Gupta 1979) as 'Grand-coalition'; such groups often conveniently blame the victims and find fault with them and work for social action designed to change not the society but rather the victims.

Extension performs the role of education, rather than the role of transfer. But extension, in practice, conducts both education and service and links it with the selected practices and technologies. This is done in a participatory manner with the understanding of it not as a fringe benefit that authorities grant as a concession, but every human being's birth right that no authority may deny or prevent.

However, Friere (1973) felt that 'extension' tended to work contrary to 'communication'; it tended to enslave and domesticate the learners in the package that it had created for itself as 'the only solution" to the development constraints that people faced in their day-to-day lives. It involved transplanting of pre-packaged knowledge; in that sense, it appeared to be in direct contradiction to a truly humanist outlook. Such pre-packaged knowledge is often "static"; meaningful education is neither static nor absolute. He argued that when communication imposed some pre-packaged knowledge, it often became the substance of extension. Extension is also anti-dialogical. To him education is not permanent; at best it is a permanent process working towards a constant process of liberation He assumed that both the educator and the learner would prefer to enter into a dialogue as a learner.

Some Extension Programme Initiatives

The National Adult Education Programme (NAEP) comprised of three constituent elements – Literacy, Functionality, and Social Awareness. This Extension Education initiative by the Universities usually involved a survey of the tribal clusters, rural periphery areas, or urban slums largely with a view to identifying the adult illiterates; the process included the creation of a database on the adult learners and their families, their socio-economic background, and, the extent of access to education enjoyed by their families. The survey process of identifying adult illiterates gave the students an opportunity to acquaint themselves with the living conditions and the nature of learning environment that existed in the community where they were expected to work.

The University-based Department of Adult, Continuing Education & Extension organized training programmes that acquainted the student-instructors with the learning environment in the community, the reasons why many adults had remained illiterate, the learning materials that they could use, and the instructional methodologies they could follow in the process of facilitating teaching-learning.

This process of facilitation of acquisition of literacy skills entailed a great deal of reliance on Oracy, or the oral skills that the adult learners already possessed. The emphasis laid in such situations related to the use of communication skills whereby the student-instructors could seek the wisdom that the adult learners possessed in plenty.

In many such situations, the student-instructors recognized that their own teachers in the University or in the Colleges did not encourage them to share their own perceptions of life in the classroom interaction. The activities under the Extension Education process were thus giving rise to learning situations wherein the student-instructors were beginning to recognize the limitations of use of the Lecture Method in the classroom. They were, in a way, beginning to internalize the shortcomings of the instructional strategies of their own teachers.

The problem-solving techniques of encouraging oral interaction were encouraging the student-instructors to build up their store of folk culture of the tribe, village or the urban slum. The learning content thus drawn from the local contexts appeared to be generating tremendous interest among the learners. This could be directly seen in terms of gains in social awareness on the one hand and the resolve to effect social change on the other.

University youth participation in the NAEP created opportunities among the adult learners of recognizing the commonality of their problems or constraints or handicaps in achieving some vertical mobility in their lives. The adult learners appeared to be shifting from the state of being alone to the status of being a group with shared characteristics. This change in status – from an individual to a collective identity – combined with the capability of putting their aspirations in writing – appeared to be bringing them closer to negotiating with the governance systems their right to be heard, their right to be given the resources planned for them, and, their place within the democratic governance systems.

There appeared to be widespread recognition of the fact that the National Adult Education Programme may not have generated earth-shaking results in acquisition of literacy skills, it did however, enhance levels of social awareness to a point that the extent of their participation, as against the earlier exclusion, in the process of governance appeared to have gone up. Adult learners in the Dindigul District in Tamil Nadu, for example, registered a much larger participation in the electoral process than what was the practice earlier. The polling percentage recorded a 20-percentage points rise at the time of the General Elections.

Similarly, the adult female learners in Andhra Pradesh collectively recognized that the local of Toddy shops outside the village had the effect of depriving them of the share of income of their male family members for the maintenance of the household needs. They realized that the toddy shops were swallowing a large part of their husbands' weekly wages by encouraging them to be addicted to alcoholism. The story in the Literacy Primers had drawn their attention to this possibility; the drowning of some of their drunken family members in the Village Lake or water body had converted this possibility into a reality. This awareness gave rise to the Anti-Arrack movement in Andhra Pradesh that virtually rocked the stability of the elected government in the State.

The NAEP had given rise to levels of awareness among both the adult learners and the student-instructors to a point that had become embarrassing to the unjust governance processes based on inequity, bias against the poor and the backward, and siphoning of public resources by the vested interests.

The embarrassment of the governance processes grew to a point that the

government of the day had to withdraw from the modality of an Adult Education Centre and switch to an Each One, Teach One modality of literacy instruction. Letting the poor to acquire a group identity appeared to be triggering very frightening prospects for the governance systems that tend to thrive on, among others, the lack of awareness among the people.

This programme, funded by UGC, was not merely intended to be a literacy programme but a programme of linking universities and colleges more closely with the community; the community was a kind of an Experimental Station where both the university and the community found opportunities to learn to understand better the problems of inequity and injustice being experienced by the people.

Prof. Satish Chandra, and Dr. (Mrs.) Madhuri R. Shah, two former Chairpersons of the UGC, provided very meaningful leadership to laying solid foundations of extension activities in the general university system. The Policy Frame provided not only the ideas and concepts but also the much-needed mechanisms of bringing the university and community closer. Such endeavor was needed not only in the area of literacy and other social development issues but also in other sectors like industry (community) as well as economy.

The NAEP triggered situations among the illiterate groups where women learners appeared to be more eager to seek literacy, functionality and awareness skills than men; it was probably the large gap in female literacy that enhanced the level of literacy among women learners. Women appeared to respond to the need of adopting the scheme of house-based or community-based toilets in a more enthusiastic manner; they would even be willing to provide the required labour for constructing a toilet as a matching contribution to the resources provided by the local governance processes in the form of a toilet seats, bricks and some cement. The male members in such situations wanted the local governance processes to build the toilets for their families.

The Universalisation of Immunization initiatives again found more willing leaders among the women than the men; women saw the far-reaching effects of not having their infant children immunized so far. The same responses were elicited by the scheme that facilitated access to clean drinking water.

The NAEP thus created multiple opportunities for the youth to share with the adult learners the manner in which such life-coping skills could help build

an environment of security and assured growth in the lives of their family members. Student-instructors with good communication skills, knowledge of the local idiom, and, constraints that the residents encountered in their day-to-day lives seemed to enjoy the challenge of interaction with the adult learners and the opportunity to transfer effective communication skills that included skills in negotiation between two unequal partners.

The repeated visits of the University youth to urban slums, rural periphery areas and the tribal clusters acquainted them with the spate of disruptions that dislocated the lives of the poor through such phenomena as anti-encroachment drives by the local Municipal Authorities, fire in the neighbourhood, floods, and storms. Such situations called for formulation and implementation of Life Skills Programmes.

The youth realized that the poor did not have any stable shelter system, access to clean drinking water, access to reliable sanitation systems, and access to some modicum of security in the neighbourhood for the female members of their families. The governance processes evoked for them bitter memories of the high-handedness of the Police Force, the Municipal Administration, and, the empathy less bureaucracy that dealt with the poor through the middlemen in the form of local goons and mafia dons. Access to development information had not yet become a right of the citizen; the bureaucracy enjoyed oppressive power by virtue of exclusive control over development resources in the name of the poor.

The local Municipal or Panchayat level governance processes had provision for resources meant for rehabilitation and resettlement of the poor in the context of such dislocations. However, such resources did not seem to flow to those who genuinely needed them.

The student-instructors/volunteers or the community programme managers from the Department of Adult, Continuing Education & Extension including the teachers from other Department of the university acquainted the affected people in the community with the methods of generating information concerning the local governance programmes for relief and rehabilitation, the kind of documentation support (e.g. ration card, names in the local area voters' list, etc.) required for obtaining such relief and rehabilitation, and the extent of relief required. Women usually appeared to emerge as natural leaders among the dislocated groups.

The student-instructors that went to the community realized that mere learning of literacy skills did not appear to motivate the adult learners. The adult learners wanted the literacy skills in a manner that enabled them to make literacy a way of their lives; they wanted literacy skills linked with development concerns. The Primers and Supplementary Readers that the State Resource Centres in Adult Education prepared appeared to be "sermonizing" in nature in regard to the values of good citizenship. There was clearly a high demand for Knowledge- and Skills-based Courses.

The universities stepped in and responded to the aspirations of the adult learners in tribal clusters, rural areas and urban slums by introducing Continuing Education Programmes in the form of Short-Term Courses for the Adult Learners alongside the literacy skills acquisition initiatives. The following three types of Continuing Education programmes are an illustrative list:

(a) Community-based Programme

Awareness and Population Education activities are intended to generate awareness and motivate people on issues of developmental concerns like education, health, political processes, and, economic endeavors. The courses offered in this category are for that group of people for whom these organizations were mandated initially and continue to work for those even today. The organizations have been active in Population education programme by organizing lectures, health awareness programmes, advocacy on delayed marriage, prohibition of child marriage, immunization, HIV/AIDS awareness, general health check-up, etc in both colleges and communities through Population Education Clubs (PECs).

The programmes under these two categories include the following:

- Health and Hygiene
- Micro-credit and Self-Help Groups
- Celebration of important Days and Events
- Extension Lectures
- AIDS Prevention
- Nutrition
- Inculcation of Scientific Temper
- Child Labour

- Pollution Control
- Environmental Conservation
- Poverty Alleviation
- Adolescence Education
- Leadership Development
- Women Empowerment
- Human Rights
- Negotiation Skills for Development Rights
- Celebration of International Literacy Day, No Tobacco Day, Health Week, World Population Day, Consumer Day, etc.
- Immunization
- Yoga & Living
- Legal literacy for women
- Environmental Conservation & Enrichment
- National Integration
- Legal Literacy
- National Integration
- Drug Addiction
- Meditation & Learning, and
- Religion and Tolerance

(b) Adult Continuing Education for University Groups:

From 1997onwards the organizations have engaged themselves in organization of multiple types of courses for that group of people, which can be categorized, as student group. The activities are-

- Certificate Course in Fashion designing
- Computer Applications
- Computer hardware
- Training in Panchayati Raj
- English Communication
- Entrepreneurship Development for youth
- Computerized office management
- Office Procedures and Computer Usage

- Research Methodology in Adult Extension Education, Population Education
- Reproductive Health
- Fundamentals of Computer and Basic Programming
- Women and Law
- Micro-enterprise Development
- Refresher Courses for Science Teachers
- Refresher Courses for Teachers Working for Handicapped Children
- Legal literacy for Field Workers
- Training in Accounts Management
- Office Management for University Employees
- Orientation in Population Education, and
- Refresher Courses for Professionals and Para-professionals in Population Education

(c) Adult Education for Those not Eligible for University Based Courses:

The organizations have focused on skill-training and knowledge-based courses with a view to   improve the productivity of that category of beneficiaries, which are not eligible for regular university-based courses. These are organized either at the institution or in the community; such courses include the following:

- Cutting & Tailoring
- Detergent making
- Candle making
- Jams & Pickles making
- Photography
- Screen Printing
- Apparel Designing
- Beautician
- Welding
- Fabrication
- Interior decoration
- Jute Craft

- Bamboo craft
- Vegetable and fruit preservation
- Book binding
- Remedial coaching for 5th, 8th and 10th classes
- Knitting
- Chalk making
- Agarbatti Preparation
- Papad Preparation
- Food Preservation
- Tie and Dye
- Mosquito Coil making
- Hand Pump/Bore well repairing
- Wireman course
- Motor rewinding
- First aid
- Carpentry/Advanced Carpentry
- Operation and maintenance of 16 mm projector
- Doll making
- Embroidery
- Plumbing
- T.V repairing
- Repair of electrical appliances
- Legal literacy
- Home nursing
- Fabric painting
- Inverter making

The culture of sharing pre-packaged ideas with the poor and the disadvantaged, with the youth hoping to gain greater educational capabilities through non-Degree programmes, and, initiatives that boast of supporting the nationally-cherished values (e.g. the small family norm, scientific temper, environmental protection and enrichment, etc.) continues unabated. This is done without any attempt at finding the traditional sources of knowledge that tribal and rural community, and now the urban slum communities, have utilized to articulate their solidarity with the same nationally cherished values.

However, the University-based extension initiatives continue to suffer from the same top-down process of communication that initial attempts at agricultural extension suffered from. Rarely has there been an attempt on the part of the Universities to undertake a Needs Assessment initiative prior to planning their Educational Extension enterprise except when an area based approach to extension was undertaken in late nineties of the. The confidence of having knowledge or technocratic resources within its campuses has tended to blind the Extension Managers within the Universities to the priorities that people in the community cherish despite not having had the privilege of going to these institutions of higher education. To overcome some of the new challenges emerging in functional domain of the extension the functionaries resorted to the changes –harmonization of their structural arrangement in the system of higher education tilted towards the academisation of extension.

Discussion and Conclusions

Has an early "academisation" of Educational Extension done damage to the knowledge-based engagement of the University with the Community? Has it tended to dilute the commitment and vitality of the Extension movement based on transfer of knowledge and provision of other services to the community? One would like to think that the jury is still out on the subject; universities are often led by leaders and merely survive as systems. There is a good chance that leaders with a vision would once again become allies with those academicians who continue to work towards "socializing" the university as an ally of the community.

The socio-economic development planning in India has tended to play to the gallery of "resource plus" citizens; it goes through the routing of paying lip service to the development needs, if not rights of the "resource less" citizens in the last year of the term of governance of the ruling elites. One would have thought that the Universities would undertake rigorous social audit of the widespread perpetuation of inequality and injustice that the poor face in their day-to-day lives.

A part of the blame for such distortions would definitely have to be shared by the leadership in higher education. The various Guidelines formulated by this Apex Body in Higher Education from 1979 onwards did pay attention to

the task of university-based technocratic resources developing an outreach to the communities; however, they did not both visualize and operationalise the process of such outreach generating advantageous insights for the traditional work of the university at the levels of teaching and research.

One of the critical questions that need to be explored lies in the nature of impact that the Extension Education Programme has so far been able to make in the institutions of higher education in terms of facilitating social change in three geographies – tribal areas, rural areas and urban areas including urban slums. The next question that remains to be analyzed is as to whether the three decades of Extension Education initiatives and practices beginning from the eradication of illiteracy to the short term human resources development programmes, for people in the community as well as others, organized by extension service providers have generated sufficient documentation to provide for independent assessment for development of insight into the real life situation and programme intervention or a set of best practice(s) that can be transferred to the large number of Extension Education Departments in the Universities in India as an outcome of knowledge driven extension programmes.

The first positive impact that the institutionalization of Extension Education achieved could easily be seen in terms of a formal university–community linkage through a process of focus of work in a given community or set of communities, or through adoption of communities, i.e. tribal clusters, villages, and semi-urban dwellings or slums for their social mobilization or transfer of knowledge activities.

Of the three different types of activities organized by the organizations (community-based, university-based for university groups, and, university-based for non- university groups), community based programmes appeared to have received greater attention. The following criteria were put to use while identifying or adopting the communities:

- Geographic proximity to the university campuses,
- Presence of affiliated colleges and their willingness to participate in the programmes formulated by the universities, and
- Interest among the local population to provide space and other resources for the location of the programmes.

The Adult Learners in the identified or adopted communities were keen to

establish their association with the institutions in so far demand for certification of the learning initiatives completed was preferred from the University or College working in the area. The Adult Learners were keen to acquire such certification since it appeared to be carrying significant social value both in their peer groups and in dealing with the local governance systems.

The knowledge- or skills transferred through this linkage has been accorded a significant value both by the Adult Learners and by the community members. The most significant advantage of the University-Community Linkage could be seen in such terms as the following:

* Enhanced participation in the political process by members of the community as reflected in higher voting percentage in the Elections to the Local Bodies, State Assemblies, or the national Parliament
* Articulation, representation and assertion in the matter of access to the entitled rights and privileges, resources from the planned development programmes, and, a growing desire to undertake social audit of the implementation process of the planned development programmes through mechanisms like Jan Sunwai, Lok Adalats, etc.
* Emergence of new leadership from among the women Adult Learners for enhanced access to learning opportunities at the level of the community
* Enhanced mobility among the Adult Learners to institutions of learning, institutions of governance, and, institutions that promoted advocacy initiatives in support of the right of the poor to resources that could enhance their life with dignity; and
* Better understanding of the market forces and the manner in which they could equip themselves to more profitable levels of negotiation with the market forces

The second major national initiative that the institutions of higher education moved towards operationalising could be seen in the introduction of short-term knowledge- or skills-based Continuing Education programmes. These were attempts in moving towards a state of knowledge management that supported generation, codification, documentation, and dissemination of knowledge relating to education of and communication with the rural and other disadvantaged sections of the community in the country.

It has been suggested that each University-based Extension Education

initiative would need "to find its moorings in this regard in terms of the evolving priorities in higher education as part of national development." These institutions could, of course, see some guidance in this regard in the creation of the National Knowledge Mission by the government as a response to the national need for having a reservoir of skilled and trained manpower to sustain a high level of economic growth. It was equally important to pay some heed to the advice given by the Union Finance Minister in the Union Budget 2007-08; he sounded the nation in regard to a "Faster and More Inclusive Growth" as a critical goal for the Eleventh Five Year Plan.

The Eleventh Five Year Plan has laid down the following objectives:

- Growth of 4 percent in the agricultural sector,
- Faster employment creation,
- Reducing disparities across regions, and
- Ensuring access to basic physical infrastructure as well as health and education services to all.

The ideas generated towards introspection are many and some had direct connection to the current state of affairs in extension in Higher Education as has been noted by Bhatia (2007):

"There is a strong case for every University in the country and the Colleges as well, to find a great deal of relevance in these objectives for their own agenda. Like the nation, each University has to evolve strategies that would enable it and its Colleges to create an enabling environment for the youth on their campuses and those in the surrounding communities towards making speedy progress towards attainment of these objectives."

It appears from the above details that acceptance of Extension as the third function of institutions of higher education has helped these institutions to begin to understand the educational needs of the communities within their surroundings. The evolved understanding has been utilized more in terms of formulating responses to the nation-wide problems like illiteracy, containing population explosion, women's empowerment, and empowering the poor to search for sustainable livelihoods. However, it has not pushed these institutions to develop an area development approach to the extent of formulating area-specific socio-economic profiles and identification of needs that could be addressed to achieve measurable changes in the socio-economic conditions of the people in the area.

Has University-based Extension Education become a mere poor copy of the Agricultural Extension processes? Thirty years of the University-based Extension is too short a period to make any decisive statement in this regard. One can at best claim that it goes to the credit of the Indian Universities that these woke up to the need of accepting Extension as the third function of higher education, equal in importance to the other two functions – teaching and research. Having done that, they did go through the motion of setting up some kind of a "community station", quite akin to what the Agricultural Extension processes did in the early phases in the form of "Experimental Stations", or the "Demonstration Farms".

However, unlike Agricultural Extension which went through a process of introspection of the distortions that had crept into the process – e.g., setback to sustainable agriculture through an excessive reliance on commercial crops, dominant bias in favour of the male agriculturist, neglect of the female agriculturist, neglect of the small farmer who could not afford the new technologies, discounting of the farm family's capacity to sustain itself, and, neglect of other rural livelihoods – University-based Extension Education has not had the time so far to counter the distortions that have plagued it and kept it at substantially higher levels of instability within the institutions of higher education.

Institutions of higher education have tended to play for safety in a preferential opting for Education Extension as an academic discipline as against as a communication practice that provided services to the community. The University-based Extension Managers probably could not stand with erect shoulders next to the dominating presence of teaching personnel within their own system; they opted for the easy option of the popular Western saying: if you can't beat them (in the sense of attaining excellence on their own turf), join them. They did not realize that traditional knowledge areas that went in for teaching had behind them a substantial phase of knowledge-generation and knowledge-codification.

There appears, however, greater enthusiasm among these institutions to concretize Extension as an academic discipline with Post-graduate Diploma level courses or even MA level course in Extension. The greater enthusiasm for teaching programmes is understandable insofar it places the Departments

of Adult, Continuing Education & Extension at par with the other teaching Departments at the post-graduate level.

The promise that the incorporation of Extension in the general education providing universities held in terms of its being an ally of the poor and the disadvantaged, or in terms of its support for the people's right to lifelong education is yet to be fulfilled. These are some of the areas in which an added emphasis in research, reflection and action needs to be initiated in order to let one of the best experiments at the level of Higher Education not allowed to slide into oblivion.

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Literacy Situation in India and States (2001 and 2011)

- A Comparative Analysis

Prem Chand

India with a population of 121 crores as per 2011 Census is the second largest populated country of the world after China. It covers an area of 32,87,263 Sq. Kms i.e. 2.4 percent of the world area of 135.79 million Sq. Kms. but has about one sixth (16%) of the world population. Literacy rate of the country in 1951 was only 18.3 percent. It has made impressive gains by raising it to 64.8 percent by 2001 and to 73 percent by 2011. Article 45 under Directive Principles of the state policy in the Constitution directed the State to provide free and compulsory education for all children up to the age of 14 years within ten years of the commencement of the Constitution. The National Policy on Education (1968) accepted Removal of Adult Illiteracy, as an imperative goal to be achieved through the implementation of broad based, functional and relevant educational programmes. India has been conscious of its problem of illiteracy which was growing mainly due to increase in population. The National Policy on Education (1986) and its Programme of Action expressed national concern by stating; 'Eradication of illiteracy will be launched as a technical and societal mission'. India launched National Literacy Mission in 1988 to provide functional literacy to adult population in the age group of 15-35. Under the Right to Free and Compulsory Education Act (2009) notified in April 2010, elementary education (Classes I-VIII) for children in the age group 6-14 has been made fundamental right in India. Eleventh Five Year Plan (2007-12) set a National Literacy Goal of achieving an overall literacy rate of 80 percent and to enhance the female literacy rate to a level that the gender gap is not more

than 10 percent points by 2012. As the 2011 Census indicated that the country achieved literacy rate of only 73% and reduced the gender gap to 16.3 percent points by 2011, the 12th Five Year Plan has laid the target of reaching 80% literacy rate and to decrease the gender gap in literacy to 10 percent points by 2017. This goal is to be achieved by universaling elementary education through Sarva Shiksha Abhiyan and by providing basic literacy to non-literate adults through Saakshar Bharat Programme. Comparative analysis of the literacy achievement during 2011 over 2001 is given in this paper.

Population

Overall population of the country which was 102.87 crores in 2001 increased to 121.06 crores in 2011. Growth rate of population declined from 21.5% during the last decade to 17.7% during this decade 2001-2011. Female population which was 49.65 crores in 2001 increased to 58.74 crores. Sex ratio of the country increased from 933 in 2001 to 943 in 2011. Rural population of 83.35 crores in 2011 forms 68.8% of the total population. Urban population has gone up from 27.8% in 2001 to 31.2% in 2011. Scheduled Castes population increased from 16.66 crores to 20.14 crores during the decade and its share in the total population has gone up from 16.2% to 16.6%. Scheduled Tribes population increased from 8.43 crores to 10.43 crores during the decade and its share in the total population has grown from 8.2% to 8.6%. In case of child population of age group 0-6, there has been only marginal increase from 16.38 crores in 2001 to 16.45 crores in 2011. Percentage of children of age group 0-6 to total population has declined from 15.9% in 2001 to 13.6% in 2011. Crude birth rate has gone down during the decade from 25.4 in 2001 to 21.8 in 2011 and infant mortality rate of 66 in 2001 to 44 in 2011. However, population of age group 7 and over increased from 86.48 crores in 2001 to 104.61 crores in 2011. It is observed that the growth rate of population of 7 and over age group is higher as compared to the overall growth rate of population of the country. The following table gives comparative population by sex and by rural/urban areas of all age groups and age group 7 and above for 2001 and 2011.

Total population and population of age group 7 and above by Sex and Area - 2001 and 2011

(in crores)

	2001			2011		
	All Areas	Rural Areas	Urban Areas	All Areas	Rural Areas	Urban Areas
Total Population						
Total	102.87	74.26	28.61	121.06	83.35	37.71
Male	53.22	38.16	15.06	62.31	42.76	19.55
Female	49.65	36.10	13.55	58.74	40.58	18.16
Population age group 7 and over						
Total	86.48	61.60	24.88	104.61	71.22	33.39
Male	44.72	31.62	13.10	53.74	36.46	17.28
Female	41.76	29.98	11.78	50.87	34.76	16.11

Source: Census 2001 and Census 2011 (Final data)

Literacy

Literates

The following table indicates number of literate persons during 2001-2011 and increase in the number of literates during the decade.

Number of Literate Persons during 2001 and 2011
(in crores)

Year	Persons	Male	Female	Increase in number of Literates during the decade		
				Persons	Male	Female
2001	56.07	33.65	22.42	20.14	10.70	9.44
2011	76.35	43.47	32.88	20.28	9.82	10.46

During the decade 1991-2001, increase in the number of literates was of the order of 20.1 crores as compared to an increase of 17.6 crore in the corresponding population of age group 7 and over. Increase in the number of literates during 2001-2011 was 20.3 crores and exceeded the increase in the corresponding population of 18.1 crores by 2.15 crores. During the last decade increase in the number of female literates was higher than the increase in the number of male literates. Number of literates increased by 36.2% during 2001-11.

Illiterates

The following table indicates number of illiterates in the country during 2001 and 2011 and change in the illiteracy situation over the decade.

Number of illiterate persons during 2001 and 2011
(In crores)

Year	Persons	Male	Female	Change over the decade Increase (+) Decrease (-)		
				Persons	Male	Female
2001	30.41	11.06	19.35	(-) 2.48	(-) 1.78	(-) 0.70
2011	28.26	10.27	17.99	(-) 2.15	(-) 0.79	(-) 1.36

After 1991, educational efforts took over the increase in the population of age group 7 and over. During 1991-2001, decline in the number of illiterates was 2.48 crores despite of 20 crores additional persons becoming literate during that period. During 2001-11, number of illiterates declined by 2.15 crores even though the increase in the number of persons becoming literate was of the order of 20.3 crores. Decrease in the number of illiterates from 1991 onwards is shared both by males and females. Number of male illitcrates declined from 11.06 crores in 2001 to 10.27 crores in 2011. Number of female illiterates declined from 19.35 crores in 2001 to 18 crores in 2011. The literacy effort has now exceeded the rate of increase in corresponding population both among males and females. This is a welcome trend. However the number of illiterates in the country is still very high.

Literacy Rates

Literacy rate of the country has improved over the decade from 64.8 percent in 2001 to 73.0 percent in 2011. The following table shows how the literacy rates have improved over the decade for all persons, males and females during 2001-2011.

Improvement in Literacy Rates during 2001 and 2011

Year	Persons	Male	Female	Increase in Literacy Rate during the decade		
				Person	Male	Female
2001	64.8	75.3	53.7	12.6	11.1	14.4
2011	73.0	80.9	64.6	8.2	5.6	10.9

The increase in literacy rate during the decade 1991-2001 was 12.6 percent points but it came down to 8.2 percent points during 2001-11. 1991-2001 was the peak period in the growth of literacy. The improvement in female literacy rate during each of these decades has been higher as compared to that of male literacy.

Gender gap in literacy rates

Gender gap in literacy rates which was 21.6 percent points in 2001, has

declined to 16.3 in 2011 as may be seen from the following table.

Gender gap in literacy during 2001 and 2011

Year	Gender Gap in Literacy	Gender Parity Index
2001	21.6	0.71
2011	16.3	0.80

During 2001-2011, the gender gap in literacy has come down by 5 percent points and indicates that high priority was given to female literacy during this decade. Gender Parity Index for literacy which was 0.71 in 2001 has gone upto 0.80 by 2011 but is still much below the desired level of unity. There is a need to lay more emphasis on female literacy during the current decade.

Rural/Urban disparity in literacy rates

There has been a wide gap in the literacy rates of rural and urban areas. It was 21.2 percent points in 2001 and came down to 16.3 in 2011 as may be seen from the following table.

Rural/Urban differential in literacy rates 2001 and 2011

Years	Urban Literacy Rate	Rural Literacy Rate	Difference
2001	79.9	58.7	21.2
2011	84.1	67.8	16.3

Urban literacy rate of the country which was 79.9% in 2001 has gone up by 5 percent points during the last decade. Rural literacy has grown at a faster rate during this period. It has gone up by 10 percent points and has risen from 58.7% in 2001 to 67.8 in 2011. Despite of this progress, the rural/urban differential, which has come down from 21.2 in 2001 to 16.3 in 2011, needs further attention.

Social Differential in Literacy Rates

Social differentials in literacy rates are persisting. But the efforts made during the last two decades have resulted into improvement in this direction. The gap in literacy rates of Scheduled Castes and all castes and that of Scheduled Tribes and all castes are narrowing.

Literacy rates of Scheduled Castes which was 37.4% in 1991 increased by 17.2 percent points in 1991-2001. It further increased by 11.4 percent points from 54.7 percent in 2001 to 66.1 percent in 2011. The differential in literacy rates of Scheduled Castes and that of all communities declined from 10.1 percent points in 2001 to 6.9 percent point in 2011. Differential in literacy rates of Scheduled Castes males and females also correspondingly declined as may be seen from the following table:

Year	Literacy rates of all communities			Literacy rates of Scheduled Castes			Differential in Literacy rates of Scheduled Tribes		
	Persons	Male	Female	Persons	Male	Female	Persons	Male	Female
2001	64.8	75.3	53.7	54.7	66.6	41.9	10.1	8.7	11.8
2011	73.0	80.9	64.6	66.1	75.2	56.5	6.9	5.7	8.1

Literacy rate of Scheduled Tribes which was 29.6 percent in 1991 increased by 17.5 percent points during 1991-2001 and by 11.9 percent points during 2001-2011 from 47.1 percent in 2001 to 59.0 percent in 2011. The differential in literacy rates of Scheduled Tribes and all communities which was 17.7 percent points in 2001 declined to 14.0 percent points in 2011. Differentials in literacy rates of Scheduled Tribes males and females also declined correspondingly during this period as may be seen from the following table:

Year	Literacy rates of all communities			Literacy rates of Scheduled Tribes			Differential in Literacy rates		
	Persons	Male	Female	Persons	Male	Female	Persons	Male	Female
2001	64.8	75.3	53.7	47.1	59.2	34.8	17.7	16.1	18.9
2011	73.0	80.9	64.6	59.0	68.5	49.4	14.0	12.4	15.2

Social differentials in literacy rates are declining but are still very high. These differentials need to be reduced further to achieve social parity in literacy rates of different communities.

Disparity in literacy rates by age groups

Literacy rates of younger age groups of 7-14 and 15-24 are higher and that of the older age groups of 25-34 and 35 and over are lower. The literacy rates of these age groups estimated to have improved over the decade are shown in the following table.

Literacy rates by age groups 2001 and 2011

Year	7-14 Years	15-24 Years	25-34 Years	35 and over
2001	77.69	76.43	64.52	53.32
2011 (Estimated)	90	86	75	58

Literacy rate of age group 7-14 which is directly affected by primary education programme in the country was 77.69 in 2001. By achieving almost universal enrolment in primary education of age group 6-10 through Sarva Shiksha Abhiyan during 2001-11, literacy rate of the age group 7-14 is estimated to have gone around 90 percent in 2011 i.e. an increase of over 12 percent points in the literacy rate of 77.69 percent in 2001. Literacy rate of youth population of age group 15-24 was 76.43 percent in 2001. Estimated

increase of about 10 percent points during 2001-11 in the literacy rate of youth population indicates the impact of the literacy programmes. It is estimated to have gone upto 86 percent by 2011. Literacy rate of age group 25-34 improved by a much higher rate of about 14 percent points during 1991-2001. It is estimated to have gone upto about 75 percent by 2011. Literacy rate of the age group 35 and over was 53.32% in 2001. It is estimated to have gone upto 58 percent by 2011. Population below the age of 35 years is estimated to have achieved a literacy level of around 80 percent. However the population above the age of 35 years is still lagging much behind. Of the total number of 28.3 crore illiterates of age group 7 and over in the country in 2011, over 85 percent are from the adult population of age group 15 years and above. There is need to pay more attention to adult illiteracy during the current decade.

Regional Disparity in literacy rates

Literacy rates among states vary widely from 93.2 percent in Kerala to 63.8 percent in Bihar. Extent of the Regional Disparity among the States can be seen from the following table giving comparative literacy rates for five top and five low literacy states:

Extent of Regional Disparity among States in Literacy Rates - 2011

S.No.	Name of State	Top Literacy States			Name of States	Low Literacy States		
		Person	Male	Female		Person	Male	Female
1.	Kerala	94.0	96.1	92.1	Bihar	61.8	71.2	51.5
2.	Mizoram	91.3	93.4	89.3	Arunachal Pradesh	65.4	72.6	57.7
3.	Tripura	87.2	91.5	82.7	Rajasthan	66.1	79.2	52.1
4.	Goa	88.7	92.7	84.7	Jharkhand	66.4	76.8	55.4
5.	Himachal Pradesh	82.8	89.5	75.9	Andhra Pradesh	67.0	74.9	59.2

Average literacy rate of the top five states comes to about 88 percent, where as the average literacy rate of the five low literacy states is around 66 percent.

In case of female literacy the average literacy rate differs from 84 in case of top five States to 56 in the 5 low literacy States. This disparity needs to be attended to.

The States/UTs fall in the following three categories as per Census 2011 data

(i) State/UTs with literacy rate above 80%

Eight States namely Kerala, Mizoram, Goa, Tripura, Himachal Pradesh, Maharashtra, Sikkim & Tamil Nadu and six out of seven Union Territories namely Lakshadweep, Daman & Diu, Andaman & Nicobar Islands, NCT of Delhi, Chandigarh and Puducherry have literacy rate above 80%

(ii) State/UTs with literacy rate between the national average of 73% to 80%

Nine states namely Nagaland, Manipur, Uttarakhand, Gujarat, West Bengal, Punjab, Haryana, Karnataka & Meghalaya and one union territory of Dadra & Nagar Haveli are having literacy rate between the national average of 73% and 80%.

(iii) State/UTs with literacy rate below the national average of 73%

Eleven states namely Odisha, Assam, Chhattisgarh, Madhya Pradesh, Uttar Pradesh, Jammu & Kashmir, Andhra Pradesh, Jharkhand, Rajasthan, Arunachal Pradesh and Bihar are having literacy rate below the national average of 73%

Increase in Literacy Rates during 2001-2011 among States/UTs

Sixteen States and Union Territories recorded the decadal increase above the national average of 8.2 percent points. The highest increase of 18.6 percent points was in Dadra & Nagar Haveli followed by Bihar (14.8 percent points) and Tripura (14.0 percent points). Lowest increase of 2.5 percent points was in Mizoram preceded by Kerala (3.1 percent points) and Maharashtra (5.5 percent points) besides five UTs with 4-5 percent points decrease.

In case of female literacy, 16 States and Union Territories recorded an increase over the national average of 11 percent points. The highest increase of 24.1 percent points was in Dadra & Nagar Haveli followed by 18.4 percent

points in Bihar, 17.8 percent points in Tripura and 16.5 percent points in Jharkhand. The lowest increase of 2.5 percent points was in Mizoram preceded by Kerala (4.3 percent points), Chandigarh (4.7 percent points) and Delhi (6.0 percent points).

Gender Disparity in Literacy Rates 2001-2011 among States/UTs

Gender disparity in literacy rates declined by more than the National Average of 5.3 percent points in 15 States/UTs. Highest decline of 10.1 percent points was in Dadra & Nagar Haveli followed by 9.2 percent points in Daman & Diu, 7.3 percent points in Tripura and Odisha and about 7 percent points in Jharkhand and Bihar. The lowest decrease was observed in Chandigarh (0.9 percent points) proceeded by Punjab (2.2 percent points), Delhi (2.4 percent points) and Kerala 2.5 percent points.

Rural/Urban Differentials in Literacy Rates 2001-2011 among States/UTs

Rural/Urban differentials in literacy rates have come down by more than the National Average of 4.8 percent points in 15 States/UTs. The highest decrease of 12.3 percent points was in Jharkhand followed by 10.9 percent points in Bihar and Tripura. Lowest decrease of about one percent points was in Kerala, Mizoram and Goa. In case of UTs of Daman & Diu and Delhi, the Rural/Urban differential slightly increased during 2001-11.

Conclusion

The country is progressing towards achieving universal literacy. An overall literacy rate of 73% has been achieved. Children and youth have achieved a self reliant literacy rate of over 80%. Most of the non-literates of the country now are in the adult population particularly of the age group of 35 and over. Adult literacy programme which earlier covered the most productive and reproductive age group of 15-35 have now been extended to all adults of age group 15 and over. Saakshar Bharat envisages not only providing basic literacy to the adult non-literates but it also envisages extending to them equivalency to formal school system and skill development to improve their living and

working conditions. We will be able to reach the 12th Plan target of 80% literacy by providing more and more basic literacy facilities for adult population. However accelerated efforts are needed to provide equivalency and skill development programmes to non-literate and neo-literate adults of the country so that the country advances towards a learning society which is a goal set by Saakshar Bharat Programme.

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Abbreviations

AE	Adult Education
AECs	Adult Education Centres
AEP	Adult Education Programme
AIDS	Acquired Immunodeficiency Syndrome
AP	Andhra Pradesh
ASHE	Association for the Study of Higher Education
ATMA	Agricultural Technology Management Agency
BFFA	Belem Declaration and Framework of Action
BFI	Bridge to the Future Initiative
BGVJ	Bhart Gyan Vigyan Jatha
BGVS	Bharat Gyan Vigyan Samiti
CBFL	Computer Based Functional Literacy
CBOs	Community Based Organizations
CD	Community Development
CD	Compact Disc
CEC	Continuing Education Centre
CIPP	Context, Input, Process, Product
CLD	Community Learning & Development
CLER	Configurations-Linkages-Environments-Resources
COL	Commonwealth of Learning
CONFINTEA	International Conference on Adult Education
CP	Community Polytechnics
CSO	Central Statistical Organization
DAE	Directorate of Adult Education
DAV	Dayanand Anglo-Vedic Schools System
DAVP	Directorate of Audio Visual Publicity
DD	Doordarshan
DG	Director General
DIET	District Institute of Education and Training
DOA	Department of Agriculture
DRU	District Resource Unit
EC	Executive Committee
EDUSAT	Educational Satellite

EFA	Education for All
ESOL	English for Speakers of Other Languages
EP	Equivalency Programme
FC	Forward Caste
FFL	Farmer's Functional Literacy
FFLP	Farmers' Functional Literacy Programme
FLAW	Functional Literacy for Adult Women
FM	Frequency Modulation
GDP	Gross Domestic Product
GER	Gross Enrollment Ratio
GMR	Global Monitoring Report
GNP	Gross National Product
GOI	Government of India
GP	Gram Panchayat
HIV	Human Immunodeficiency Virus
I&B	Information and Broadcasting
IAMR	Institute of Applied Manpower Research
ICDS	Integrated Child Development Scheme
ICT	Information and Communications Technology
IGNOU	Indira Gandhi National Open University
IGP	Income Generating Programme
IIPP	Individual Interest Promotion Programme
IIT	Indian Institute of Technology
ILO	International Labour Organization
IPCL	Improved Pace and Content of Learning
IT	Information Technology
ITES-BPO	Information Technology Enabled Services - Business Process Outsourcing
JPs	Jan Pustakalayas
JSN	Jan Shikshan Nilyam
JSSs	Jan Shikshan Sansthans
KAP	Knowledge, Attitude and Practice
KBK	Kalahandi Balangir Koraput
KEI	Knowledge Economy Index

KVIC	Khadi and Village Industries Commission
LEAP	Lifelong Education and Awareness Programme
LIFE	Literacy Initiative for Empowerment
LSK	Lok Shiksha Kendra
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MoS	Minister of State
MPFL	Mass Programme of Functional Literacy
NABARD	National Bank for Agriculture and Rural Development
NAEP	National Adult Education Programme
NBT	National Book Trust
NCECs	Nodal Continuing Education Centres
NCERT	National Council of Educational Research and Training
NCFAE	National Curriculum Framework for Adult Education
NCT	National Capital Territory
NFDC	National Film Development Corporation
NFEC	National Fundamental Education Centre
NGOs	Non-Government Organizations
NHPC	National Hydroelectric Power Corporation
NIAE	National Institute of Adult Education
NIIT	National Institute of Information Technology
NIOS	National Institute of Open Schooling
NKC	National Knowledge Commission
NLM	National Literacy Mission
NLMA	National Literacy Mission Authority
NORAD	Norwegian Agency for Development Cooperation
NPAE	National Programme of Adult Education
NPE	National Policy on Education
NRI	Network Readiness Index
NSIC	National Small Industries Corporation

NSS	National Service Scheme
OBC	Other Backward Class
OECD	Organization for Economic Cooperation and Development
PC	Percentage
PECs	Population Education Clubs
PL & CE	Post-Literacy and Continuing Education
PLP	Post Literacy Programme
POA	Programme of Action
PREAL	Project Radio Education for Adult Literacy
PRI	Panchayati Raj Institution
PRIA	Participatory Research in Asia
PWD	Public Works Department
QLIP	Quality of Life Improvement Programme
RFLP	Rural Functional Literacy Project
RRC	Regional Resource Centre
RTI	Right to Information
S&T	Science & Technology
SNDT	Shreemati Nathibai Damodar Thackersey Women's University
SAARC	South Asian Association for Regional Cooperation
SAEP	State Adult Education Programme
SBP	Saakshar Bharat Programme
SCG	Strategic Communication Group
SCIG	Strategic Communication Implementation Group
SCQF	Scottish Credit and Qualifications Framework
SCs	Scheduled Castes
SDAE	State Directorate of Adult Education
SHGs	Self-Help Groups
SLMA	State Literacy Mission Authority
SQA	Scottish Qualifications Authority
SRCs	State Resource Centres
SREP	Strategic Research and Extension Plan
SSA	Sarva Shiksha Abhiyan
STEP	Support to Training and Employment Programmes for women

STs	Scheduled Tribes
SWOT	Strengths, Weaknesses, Opportunities and Threats
TV	Television
T & V	Training & Visit
TLC	Total Literacy Campaign
TLMs	Teaching-Learning Materials
TRYSEM	Training of Rural Youth for Self-Employment
UEE	Universal Elementary Education
UGC	University Grants Commission
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational Scientific and Cultural Organization
UNLD	United Nations Literacy Decade
UNSTATS	United Nations Statistics Division
UP	Uttar Pradesh
UPE	Universal Primary Education
UPS	Uninterruptible Power Supply
UT	Union Territory
VTs	Volunteer Teachers
WEF	World Economic Forum
YMCA	Young Men Christian Association
YWCA	Young Women Christian Association
ZSS	Zilla Saksharta Samiti