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ABSTRACT

This study examines the work of the Asia-Pacific Programme of Education for All (APPEAL) since its 1987 inception. Efforts to assess educational achievement at the local, regional, and national levels in India are examined with a view to achieving universal primary education (UPE); eradicating illiteracy; and providing continuing education in support of the above objectives. Chapters include: (1) "Progress of UPE: An Analysis"; (2) "Policy, Planning and Programming of UPE"; (3) "Achieving Education for All"; (4) "Policy and Planning--Eradication of Illiteracy"; and (5) "Diagnostic and Planning Model for APPEAL." Statistical data are presented, showing an overall increase in illiteracy over the last decade. About one-eighth of the illiterates of the age group 15 years and above are enrolled in adult education centers. About 60 percent of the illiterates are women. Suggested strategies are described to address the program goals for UPE including midday meals, free uniforms and textbooks, and the expansion of non-formal education in remote areas. The document concludes with an appendix and a 12-item bibliography. (EH)

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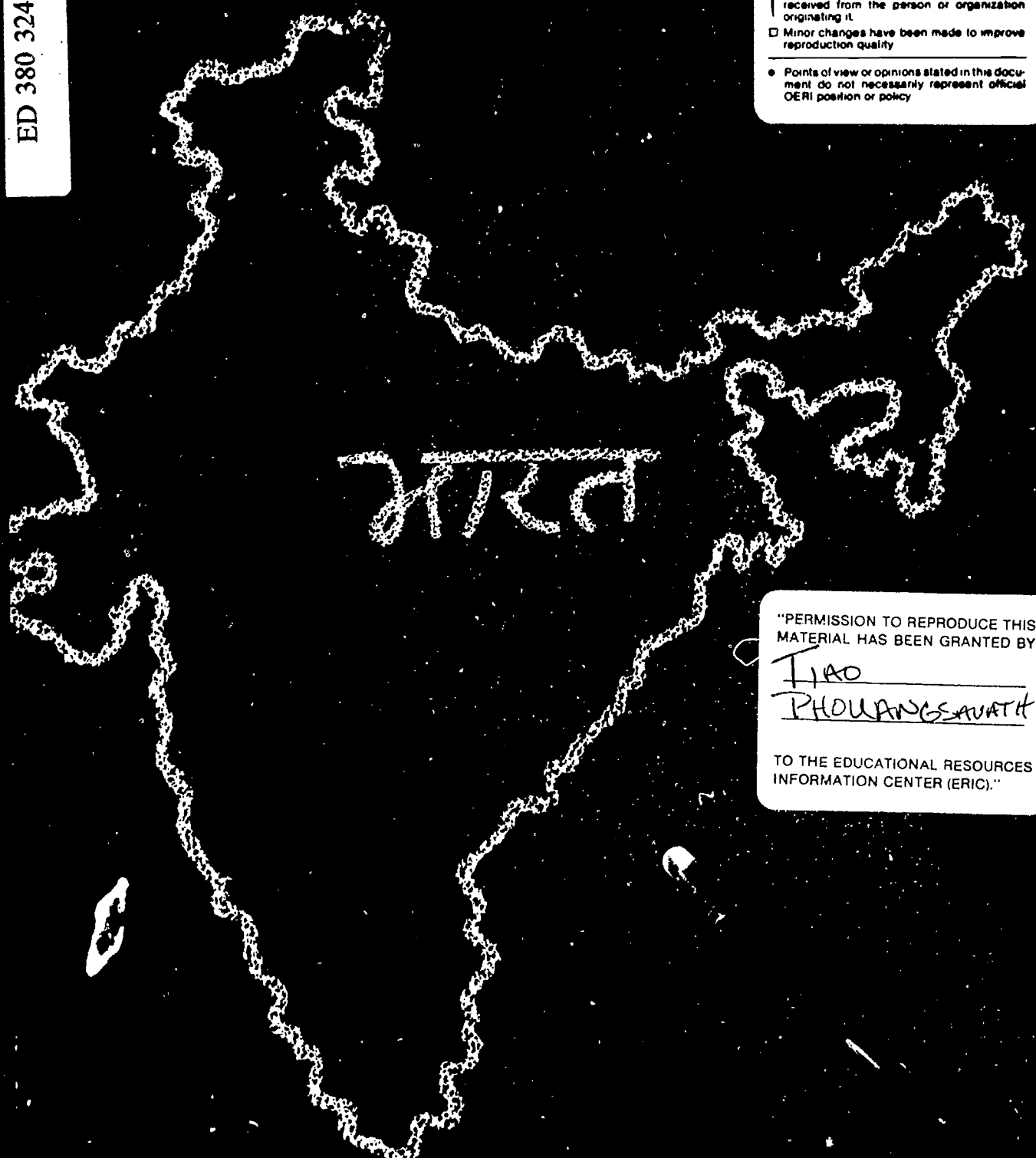

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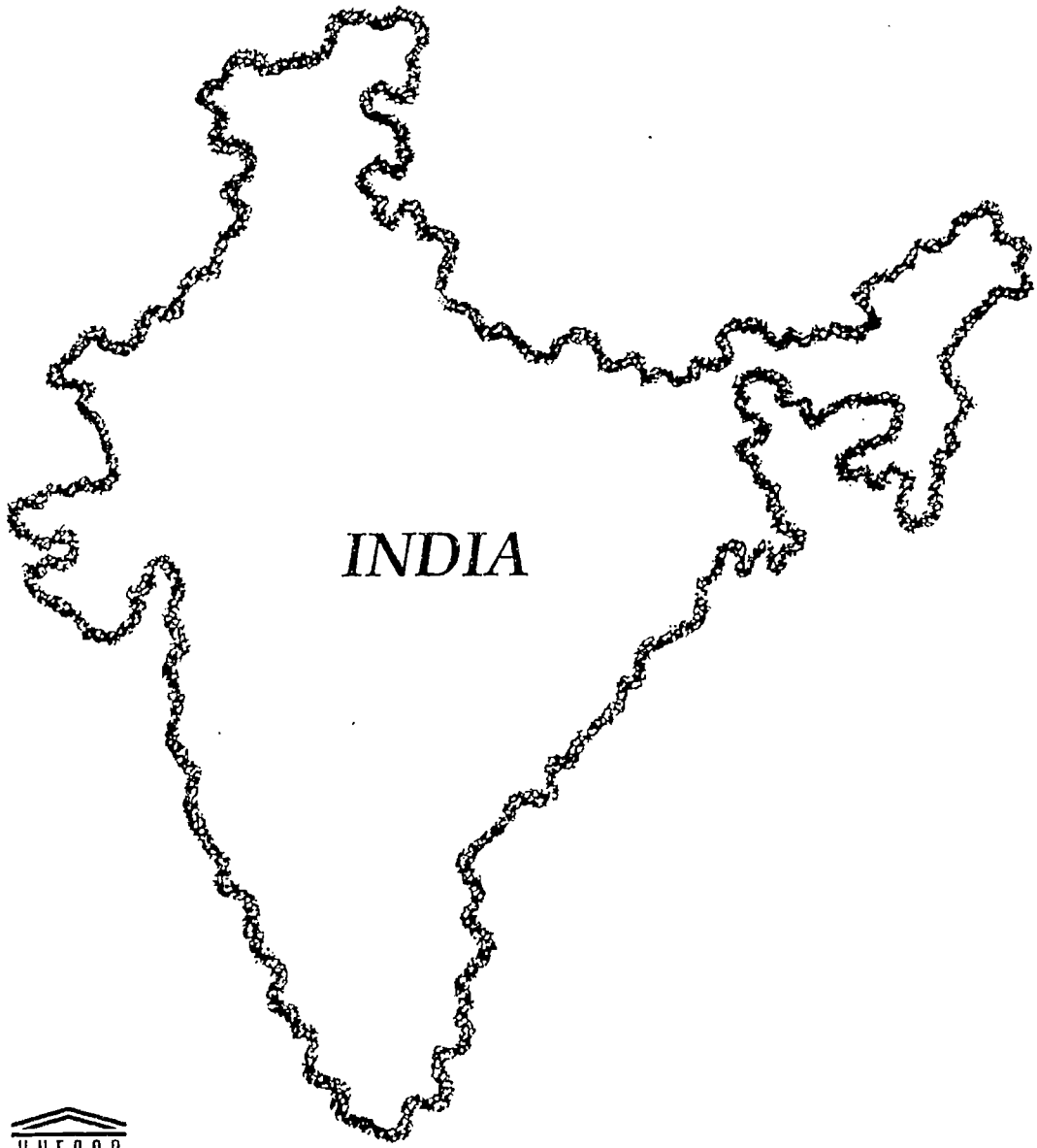

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Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

Summary

The National Policy on Education resolves that it shall be ensured that all children aged 11 years in 1990 will have had 5 years of schooling or its equivalent. By 1995 all children are to be provided with free and compulsory education up to the age of 14 years.

Of the 424.26 million illiterate persons in India in 1981 (excluding Assam) 237.72 were in the age group 15 years and above of which 36.15 million were enrolled in adult education centres. Of the illiterate population aged 15 years and above 144.03 million or 60.65 per cent were women.

It is estimated that the total number of illiterates will decrease to 416 million in 1991 and 296 million in 2001. Consequently the literacy rate may rise to 50.29 per cent in 1991 and 70 per cent by the year 2001. It is estimated that the female literacy rate will increase from 24.82 per cent in 1981 to 38.41 per cent in 1991 and 56.8 per cent in 2001.

With regard to the universalization of primary education midday meals, and free uniforms and textbooks have been provided for disadvantaged students in order to prevent drop-out and increase enrolments. Non-formal education has been expanded in states with low enrolments and high drop-out as it was found that many children were unable to attend school because they lived in remote areas or were engaged in household duties. The total number of non-formal education centres has increased from 28,730 in 1979-80 to 156,106 in 1986-87.

A national coordination committee for APPEAL has been formed with the Secretary of the Department of Education, Ministry of Human Resource Development, as Chairman and the Member-Secretary. Apart form the Chairman and the Member-Secretary, there are 17 Members in this committee representing the Department of Education, National Council of Educational Research and Training, National Institute of Educational Planning and Administration, Directorate of Adult Education, Planning Commission, states with deficient literacy rates, leading educationists, the Federation of Primary Education, voluntary organizations and Unesco PROAP, Bangkok. It has been proposed that representatives of all development departments be included in this committee, i.e. Departments of Labour, Agriculture, Rural Development, Health and Nutrition.

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Introduction

The National Policy on Education resolves that it shall be ensured that all children who attain the age of about 11 years by 1990 will have had 5 years of schooling or its equivalent through the non-formal stream and that by 1995 all children will be provided free and compulsory education up to the age of 14 years. To transform this policy into action, the Government of India has prepared a detailed Programme of Action.

The Government assisted UNESCO in launching the Asia-Pacific Programme of Education for All (APPEAL) in February, 1987 and has created an effective central mechanism as a follow up action. The Government has proposed that all states create a suitable mechanism to transform the objectives of the APPEAL into action.

A National Coordination Committee for APPEAL has been formed with the Secretary of the Department of Education, Ministry of Human Resource Development, as Chairman and the Director of the Department of Education as Member-Secretary. Apart from the Chairman and the Member-Secretary, there are 17 Members in this committee representing the Department of Education, National Council of Educational Research and Training, National Institute of Educational Planning and Administration, Directorate of Adult Education, Planning Commission, states with deficient literacy rates, leading educationists, the Federation of Primary Education, voluntary organizations and UNESCO PROAP, Bangkok. It has been proposed that representatives of all development departments be included in this committee, i.e. Departments of Labour, Agriculture, Rural Development, Health and Nutrition.

The first meeting of the National Coordination Committee was held on 20 July, 1988 to consider the strategies for celebration of International Literacy Year, creation of a Regional Office for APPEAL, and provision of technical support to launch a motivational campaign through coordinated use of press, radio, TV and folk media. The meeting also considered ways to mobilize women leaders and relevant organizations to promote literacy amongst women at various levels. The possibility of conducting special experimental and research programmes for the education of women was also discussed.

The National Coordination Committee for APPEAL will coordinate all the activities for eradication of illiteracy, universalization of primary education and continuing education at the national level.

It was decided at the meeting of the APPEAL held on 20 July, 1988 that the following points should be given emphasis in the implementation of APPEAL:

- Coordinated and integrated study involving inter-sectoral approach would lead to better results.
- Micro-planning was necessary for effective community participation in universalization of primary education programmes.
- Levels of learning need to be defined, particularly for language and arithmetic.
- An open school system and distance education have to be promoted for the success of continuing education for development.
- Accountability of the local community would substantially improve basic education services.

National Policy of Education for All

The National Policy on Education (1986) defines education as that which liberates i.e. "provides the instrument for liberation from ignorance and oppression." Continuous upgrading of skills is required to produce manpower resources of the kind and number required to carry out this policy. The National Policy on Education envisaged a vast programme of adult and continuing education to be implemented through various means and channels including:

- Establishment of centres for continuing education in rural areas.
- Workers' education through the employers, trade unions and concerned agencies of government.
- Post-literacy education institutions.
- Wider promotion of books, libraries and reading rooms.
- Use of radios, TV and films as group learning media.
- Creation of learners' groups and organizations.
- Programmes of distance learning.
- Organizing assistance in self-learning.
- Organizing need and interest based vocational training programmes.

It also stated that a large and systematic programme of non-formal education would be launched for school drop-outs, for children without access to a school and for working children and girls who cannot attend whole day school. It also resolved to give the highest priority to solving the problem of children dropping out of school and to adopt an array of meticulously formulated strategies based on micro-planning so as to make all children up to 11 years of age literate by 1990 and those up to 14 years of age literate by 1995. To transform this policy into action, the Government of India has prepared a detailed Programme of Action.

Activities related to APPEAL

- Continuation and intensification of efforts to eradicate illiteracy in the age group 15-35 by 1995 through viable literacy strategies.
- Integration of literacy programmes with socioeconomic development.
- Revitalizing existing infrastructure, management and research and development support to attain the goals of eradication of illiteracy.
- Strengthenin_ e training programmes for all types of personnel.
- Mobilizing community support for effective implementation of the programme.
- Giving priority to the education of women, scheduled castes and scheduled tribes and to those residing in inaccessible areas.
- Combining qualitative expansion and quantitative improvement of curricula and material by incorporating techno-pedagogical inputs and improving the facilities at adult education centres.
- Launching motivational campaigns through coordinated use of press, radio, TV and folk media.
- Undertaking research and studies on effective strategies for eradication of illiteracy.
- Ensuring the participation of the people through a mass approach.
- Encouraging voluntary agencies with proper orientation to undertake programmes of adult education.
- Establishing a computerized management information system to ensure a reliable flow of information needed for improvement in management at all levels.
- Establishing continuing education centres in clusters of 4-5 villages with combined population of 5,000.
- Celebration of International Literacy Year on a massive scale involving mass media and other popular media to utilize it as a preparatory year for significant activities of APPEAL. Mobilization of resources and motivation of the society as a whole in favour of adult education.

The Extent of Illiteracy

The aggregate literacy rate in India has risen from 24.02 per cent in 1971 to 36.23 per cent in 1981 but, conversely, during the same period the number of illiterates has increased from 376.24 million in 1971 to 424.26 million in 1981 (excluding Assam. Source: Census of India-A Handbook of Population Statistics, April 1988). The number of literates during the same period has also increased from 60 million to 240 million but this increase has been more than neutralized by the rate of population growth and the continuing phenomenon of drop-outs at primary stage. Out of 424.26 million illiterate persons, 237.72 million are in the age group 15 and above, (excluding Assam) of which 36.15 million were enrolled in adult education centres from the period 1981-87. So the task ahead is to make a total of 255.95 million persons literate in the age group 15 and above.

Among the illiterate population (15 years and above) a great majority of 144.03 million or 60.65 per cent are women and girls. So considerable efforts are to be concentrated on the education of the females. Furthermore, there are regional imbalances in the literacy rate.

64.5 per cent or 20 out of the total of 31 States/Union Territories have a literacy rate above or near the national average of 36.23 per cent. Eleven States/UTs are have a literacy rate below the national level. These States /UTs will require additional resources to effectively grapple with the problem of eradication of illiteracy in India.

Continuing Education

The drop-out rate in the schools as well as in the adult education centres has been very high. It ranged between 40 and 75 per cent. If the child drops out from the school before completion of 4/5 years of primary education or the adult drops out from the adult education centre before completing the course, they are liable to loose the acquired literacy skills unless they are engaged in some continuing education processes. There has hardly been effective linkage between basic literacy, post-literacy and continuing education. Furthermore, there has been no institutional framework of continuing education to prevent neo-literates from relapsing into illiteracy. Therefore, it is imperative that we develop appropriate mechanisms with a view to preventing this unfortunate trend.

Review of the Adult Education Programmes

The Programmes of Adult Education in India have been reviewed by the Institute of Social Sciences and Research and other agencies between 1978-85 and 56 reports have been published. Their findings reveal the following strengths and weaknesses of the programme.

Strengths

- Women's motivation and participation has been high.
- Coverage of weaker sections of the Society (Scheduled Castes/Scheduled Tribes) has been higher than the target.
- The project approach adopted for Adult Education Programme Management has been feasible.
- The quality of teaching-learning material prepared by the National Resource Centre and the State Resource Centre has been very good.
- The programme worked well where special recruitment/procedures were adopted.

Weaknesses

- Quality of training of the functionaries was poor.
- Monitoring system lacked credibility.
- The learning environment in the adult education centres was poor, resulting in a high percentage of dropout of adult learners.
- Mass media did not provide appreciable support.
- Voluntary agencies did not receive cooperation from State Governments. The existing procedures for their involvement were discouraging.
- There was no linkage between basic literacy, post-literacy, follow up and continuing education, resulting in relapse of neo-literates into illiteracy.
- Achievement of levels of literacy was below the desired level.

- Training of adult education functionaries at all levels lacked participatory and communicative techniques.
- Political and administrative support from the State Governments and the Panchayat Institutions were not sufficiently forthcoming.

The above description of the strengths and weaknesses of the Programme of Adult Education in India reveals that the major problems to be tackled for success of the programme are: motivation of the learner; mass Mobilization and effective involvement of Voluntary Agencies and the mass media; better teaching/learning environment; effective training and adequate provisions for post-literacy and continuing education programmes.

Population by Sex and Age Groups

The explosive increase in population in India is a matter of concern to educational planners. It has increased from 439 million in 1961 to 685 million in 1981. Thus India's population is now four times that of Europe. The female population has increased from 212.9 million in 1961 to 330 million in 1981. Total population is projected at 837 million (including 405.9 million females) in 1991 and 986 million (including 479.6 million females) in 2001 AD, i.e. an increase of 125 per cent over the population of 1961, which may be seen in the table below.

Table 1. Population by sex and age group - 1961 - 2001

Population	1961	1971	1981	1991	2001
Total	439,234,771	548,160,000	685,159,000	837,249,400	986,098,600
Female	212,941,570	264,110,376	330,774,700	405,947,700	479,644,800
per cent Female	48.48	48.18	48.27	48.48	48.64
0-14 years old					
Total	-	230,335,000	272,000,200	297,749,000	307,162,700
Female	-	111,426,000	131,678,700	144,964,600	149,556,300
15 years and over					
Total	-	317,825,000	413,158,800	539,500,400	678,935,900
Female	-	152,684,376	199,096,000	260,983,100	330,088,500

Source: Report of the Expert Committee on Population Education (1988).

The total population of India according to census data of the Registrar General of India increased from 439.2 million in 1961 to 548.1 million in 1971 and to 685.2 in 1981. The factors for rapid increase of population are the high birth rate and higher survival rate due to the increase in health facilities. It is estimated that the population will increase at a slightly lower pace in 1991 and at a still lower pace in 2001 AD because of adoption of family planning measures for which constant efforts are being made by the Ministry of Health and Family Welfare. The birth rate will further decrease and the growth rate, which is 2.1 per cent now, may drop further. It is estimated that total population in 1991 will be about 833 million and 986 million in 2001 AD.

Table 2. Number of illiterates by sex 1961-2001 (in millions)

Illiterates	1961	1971	1981	1991	2001
Total	325.80	376.24	424.25	416.00	296.00
Male	144.71	167.12	182.64	166.00	89.00
Female	181.08	209.11	241.61	250.00	207.20

Table 3. Literacy rate by sex (1961-2001)

Literacy Rate (per cent)	1961	1971	1981	1991	2001
Total	23.95	29.48	36.23	50.29	70.00
Male	34.37	39.52	46.89	61.51	82.42
Female	12.90	18.70	24.82	38.41	56.80

From the above tables it can be noticed that although literacy rate has increased from 23.95 in 1961 to 36.23 in 1981, the number of total illiterates has increased from 325.79 million in 1961 to 423.25 million in 1981 giving an increase of 98.46 million illiterates. This phenomenon has occurred due to rapid increase in population in these three decades.

It is estimated that the total number of illiterates will decrease to 416 million in 1991 and 296 million in 2001 AD. Consequently, the literacy rate may rise to 50.29 per cent in 1991 and 70 per cent by the year 2001 AD due to the efforts of the Government to provide "Education for All", the details of which have been dealt with in the ensuing study. It is estimated that the female literacy rate will increase from 24.82 in 1981 to 38.41 per cent in 1991 and 56.80 per cent in 2001 AD.

Chapter 1

Progress of UPE: An Analysis

Universalization of primary education (UPE) is conceived as covering four major aspects: universal access; universal enrolment; universal retention; and qualitative improvement of schooling. The countries of Asia and the Pacific region have committed themselves to UPE, which they view as a critically important social reform. That is why all countries in this region are engaged extensively in the formulation and implementation of policies, plans and programmes to bring about UPE as soon as possible.

Towards the end of the Third Five-Year Plan period, an Education Commission (1964-66) was appointed to advise the Government on a national pattern of education and on the general principles and policies to be adopted for the development of education at all stages. The recommendations of this Education Commission were made the basis of the National Policy on Education framed by the Government of India in 1968.

The Commission recommended, inter-alia, that national policy over the next 20 years should be aimed at providing effective general education of not less than seven years' duration to every child, on a free and compulsory basis; and expanding lower secondary education on as large a scale as possible. It further stated that high priority should be given to programmes for raising the educational level of the average citizen:

1. By providing five years of effective primary education to all children by 1975-76 and seven years of such education by 1985-86.
2. By making part-time education compulsory for all children in the age group 11-14 who have not completed the lower primary stage and are not attending schools.

Regarding fees in education, it pointed out that tuition fees at the primary stage should be abolished in all Government schools, local authority and aided private schools as early as possible and preferably before the end of the Fourth Plan. In addition, lower secondary education should be made tuition free in all Government, local authority and aided private

institutions as early as possible and preferably before the end of the Fifth Plan. If necessary, a phased programme could be drawn up for the purpose. Its other recommendations include:

- Provision of free textbooks and writing materials at the primary stage.
- Reorganization of the programme of scholarships.
- Expansion of national scholarships.
- Inclusion of work experience as an integral part of all education, general or vocational.
- Introduction of a Common School System of public education.
- Participation in meaningful programmes of community service as an integral part of all education from the primary to the undergraduate stage.
- Intensification of efforts to raise standards continuously at all stages of education; improvement of the promotion of the teaching profession in order to attract and retain talented staff.
- Provision of better educational facilities for the nomadic and semi-nomadic groups.
- Continuation and expansion of the existing programmes for the education of the Scheduled Castes.
- Adoption of a unified approach for framing the entire school curriculum.
- Provision of part-time education on a wide scale.

The Commission noted with serious concern that the level of educational development differed significantly between the states and was even more uneven at the district level. The Commission wished to reduce these differences to the minimum and was of the view that a programme for this would have to be pursued side by side with the wider programmes for reducing the imbalances in the socioeconomic development of the different states and districts in the country.

Regarding total expenditure on education, the Commission was of the view that to develop education adequately, educational expenditure in the next 20 years should rise from Rs.12 per capita in 1965-66 to Rs.54 in 1985-86 (at constant prices) which meant that the proportion of GNP allocated to education should increase from 2.9 per cent in 1965-66 to 6.0 per cent in 1985-86.

The Government of India examined these recommendations in detail and was convinced that a radical reconstruction of education on the broad lines recommended by the Education Commission was essential for the economic and cultural development of the country, for national integration and for realization of the ideal of a socialistic pattern of society. The Government was of the opinion that this would involve a transformation of the system to relate it more closely to the life of the people. A continuous effort to expand educational opportunity and raise the quality of education at all stages was required.

On the basis of recommendations made by the Education Commission (1964-66), a National Policy on Education was framed by the Government of India in 1968. This policy resolved that strenuous efforts should be made for the early fulfilment of the Directive Principle under Article 45 of the Constitution seeking to provide free and compulsory education for all children up to the age of 14. Suitable programmes should be developed to reduce the

prevailing wastage and stagnation in schools and to ensure that every child enrolled in school would successfully complete the prescribed course. The Policy also envisaged that the investment in education would be gradually increased so as to reach a level of expenditure of 6 per cent of the national income as early as possible.

In view of the above considerations, universal elementary education was accorded a very high priority in successive Five-Year Plans and the Government initiated well planned, intensive and sustained efforts for achievement of the goal of universal elementary education.

In 1977 the Planning Commission set up a working group on universalization of elementary education which estimated the number of non-enrolled children at 452 lakhs (February 1978). The working group concluded that there was a need to draw up a programme of non-formal primary education on part-time basis (Non-formal elementary education). This recommendation was made for two reasons. Firstly, children from the economically weaker sections of the community were not largely attracted to formal schooling because they had to augment their parental incomes and look after household chores. Secondly, dropout rates under the formal elementary school system were 60 per cent from classes I to V and 75 per cent for classes I to VIII.

The Working Group identified 9 educationally backward states, namely, Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhy Pradesh, Orissa, Rajasthan, Utter Pradesh and West Bengal in which the number of non-enrolled children (368 lakhs) was disproportionately large i.e. accounted for more than three fourths of total non-enrolled children (45 lakhs) in the country. It was, therefore, decided to give special support to these 9 states by introducing a massive programme of non-formal education among the children in the age group 9-14.

Provision of Educational Facilities

Substantial progress has been achieved in the provision of schooling facilities since 1950. Table 4 indicates the growth of recognized primary and middle schools in India from 1950-1951 to 1986-87. The number of primary schools increased from 209,671 in 1950-51 to 537,399 in 1986-87, thus recording an increase of about 156 per cent. During the same period the number of middle schools increased from 13,596 to 137,196, recording a more than tenfold increase.

Table 4. Growth of Primary and Middle Schools in India (1950-1951 to 1986-87)

Year	Primary Schools	Middle School	Total
1950-1951	209,671	13,596	223,267
1955-1956	278,135	21,730	299,865
1960-1961	330,399	49,663	380,062
1965-1966	361,064	75,798	436,862
1970-1971	408,378	90,621	498,999
1975-1976	454,270	106,571	560,841
1980-1981	494,503	118,555	613,058
1986-1987(P)	537,399	137,196	674,595

P = Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics', Dept. of Education, Government of India, 1987.
2) 'Selected Educational Statistics 1986-1987', Dept. of Education, Govt. of India, 1988.

The absolute number of primary and middle schools often does not provide a true indicator of the progress achieved in respect of educational facilities. It is, therefore, more appropriate to measure this progress in terms of schooling facilities in rural and urban areas as well as in terms of the average distance that a child has to walk to reach the nearest primary and middle schools.

In order to assess the progress achieved regarding the provision of educational facilities at various stages of school education in rural and urban areas and to gather data for a more rational location of schools, four All India educational surveys have been conducted during the years 1957, 1965, 1973 and 1978. Information was collected in each survey on a census basis.

The 'Fourth All India Educational Survey' (1978) indicated that the number of primary schools in the country was 474,636. Of these 431,602 (90.93 per cent) schools were located in rural areas. The number of middle schools in 1978 was 112,404, out of which 94,180 (83.78 per cent) were located in rural areas.

For the primary and middle schools in the country there was an overall percentage increase of 6.93 and 10.13 respectively during the period 1973-1978. In addition to the 474,636 independent primary schools in the country in 1978, primary sections were also attached to 95,374 middle schools, secondary schools, higher secondary schools and intermediate colleges.

Similarly, in addition to the 112,404 independent middle schools in the country, middle sections were attached to 34,846 secondary schools, higher secondary and intermediate colleges. Thus, in 1978, there were 570,010 primary sections and 147,250 middle sections in the country. Over 91 per cent of primary sections and 78.86 per cent of middle sections were located in rural areas.

Rural Habitations Served by Primary and Middle Schools

The 'Fourth All India Educational Survey' (1978) indicated that there were 964,664 rural habitations in the country with populations ranging from below 100 to 5,000 and above. Primary schools/sections were available in 46.80 per cent of the habitations. In the case of 33.44 per cent of the habitations, primary schools/sections were available in the neighbouring habitations within a distance of 1 kilometre. Thus, 80.24 per cent of habitations had primary schools/sections either within the habitations or in the neighbouring habitations located at up to a distance of 1 kilometre away.

The percentage of population served by middle schools/sections either within the habitation or in the neighbouring habitations up to a distance of 3 kilometres away rose from 71.97 in 1973 to 78.83 in 1978. In terms of coverage, therefore, primary education facilities have been available to most rural habitations. Coverage of the population by schooling facilities has become more or less universal as far as education at the primary stage in concerned, while middle school facilities have been made available within a walking distance of 3 kilometres to more than three-fourths of the population of the country.

Schooling Facilities for Scheduled Castes and Tribes

There have been variations in the availability of educational facilities for rural habitations. Compared to the population as a whole, the Scheduled Castes and Tribes were not as well

served by primary schooling facilities. Only 90 per cent of the habitations predominantly populated by Scheduled Castes were served by primary schools/sections within the habitation of residence or in the neighbouring habitations up to a distance of 1 kilometre. For the habitations predominantly populated by Scheduled Tribes, the corresponding percentage was 90.49.

The variations in the availability of educational facilities in habitations predominantly populated by Scheduled Castes and Scheduled Tribes are more glaring in the case of middle schools/sections. The percentages of habitations with a population of 500 or more and predominantly populated by Scheduled Castes (13.4) and Scheduled Tribes (21.41) served by middle schools/sections within the habitation itself were less than the percentage for all habitations (28.42).

Regional Disparity in the Provision of Schooling Facilities

In the provision of educational facilities, there has been substantial disparity among the various states and Union Territories which constitute the Indian Republic. For instance, while for the country as a whole primary school facilities within the habitation were available for 78.73 per cent of the rural population in 1978, the variation in the coverage ranged between 38.01 per cent in Himachal Pradesh and 100.00 per cent in Lakshadweep. The percentage of the population served by primary school/section within the habitation was over 90 per cent in the case of seven states and one Union Territory and below 50 per cent in two states and one Union Territory.

Size of Primary and Middle Schools

Schools that are established may not always be viable on economic grounds or academic considerations. The Education Commission (1964-1966) recommended that the optimum enrolment of a primary school with four or five teachers range between 160 and 200. The 'Fourth All India Educational Survey' (1978) provided data on primary schools according to teachers and enrolment size. It revealed that only 18.66 per cent of primary schools satisfied this criterion. The percentage of such schools in rural areas was only 14.29 as against 54.61 in urban areas. Overall, 66.6 per cent of primary independent schools and 42 per cent of middle schools had an enrolment of 100 or less indicating that a majority of primary and middle schools still have a very low enrolment.

Incomplete Primary and Middle Schools

The 'Fourth All India Educational Survey' also indicated that in 1978, 20.1 per cent of primary schools and 11 per cent of middle schools did not offer all the classes covering primary and middle stages of education. Thus, special efforts have to be made to provide facilities for education in Classes I-V in incomplete primary schools and in Classes VI-VIII in all incomplete middle schools so that students do not discontinue their education for want of adequate facilities.

Enrolment at the Primary and Middle Stage

Although it has not been possible to attain the goal of universal enrolment, the progress achieved in increasing enrolment so far has indeed been remarkable. The total enrolment in Classes I-V increased from 19.155 million in 1950-1951 to 89.993 million in 1986-1987

(Table 5). The total enrolment in Classes I-V rose by 4.7 times during the period 1950-1951 to 1986-1987. The enrolment of boys rose about 3.9 times while for girls it increased by about 6.7 times.

Table 5. Enrolment in Classes I-V (1950-1951 to 1986-1987)

Year	Enrolment (in millions)			Percentage of children enrolled in Classes I-V to total population in the age group 6-11		
	Boys	Girls	Total	Boys	Girls	Total
1950-1951	13.770	5.385	19.155	60.8	24.9	42.6
1955-1956	17.528	7.639	25.167	72.0	32.8	52.8
1960-1961	23.593	11.401	34.994	82.6	41.4	62.4
1970-1971	35.739	21.306	57.045	92.6	59.1	76.4
1975-1976	40.649	25.011	65.660	95.7	62.0	79.3
1980-1981	45.286	28.488	73.774	95.8	64.1	80.5
1986-1987(P)	53.850	36.143	89.993	111.8	79.2	95.9

(P) Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics', Dept. of Education, Govt. of India, 1987. 2) 'Selected Educational Statistics', Dept. of Education, Govt. Of India, 1988.

A substantial increase in enrolment at the middle stage (Classes VI-VIII) was also achieved during the past three decades of planned economic development. The enrolment in Classes VI-VIII increased from 3.120 million in 1950-1951 to 28.780 million in 1986-87 (Table 6).

Table 6. Enrolment in Classes VI-VIII (1950-1951 to 1986-1987)

Year	Enrolment (in millions)			Percentage of children enrolled in Classes VI-VIII to total population in the age-group 11-14		
	Boys	Girls	Total	Boys	Girls	Total
1950-1951	2.586	0.534	3.120	20.8	4.3	12.9
1955-1956	3.426	0.867	4.293	25.4	6.9	16.5
1960-1961	5.074	1.630	6.704	32.2	11.3	22.5
1970-1971	9.426	3.889	13.315	46.5	20.8	34.2
1975-1976	10.990	5.034	16.024	47.0	23.3	35.6
1980-1981	13.934	6.790	20.724	54.3	28.6	41.9
1986-1987(P)	18.543	10.237	28.780	66.5	38.9	53.1

(P) Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics' Department of Education, Government of India, 1987. 2) 'Selected Educational Statistics' Dept. of Education, Govt. of India, 1988.

The total enrolment of children in Classes I-VIII increased from 22.275 million in 1950-51 to 118.773 million in 1986-87, thus registering a more than fivefold increase. The enrolment of boys in Classes I-VIII increased from 16.356 million to 72.393 million, while the enrolment of girls increased from 5.9191 million to 46.38 million. In the case of girls, the increase has been about eightfold.

There has also been increase in the percentage of enrolment of girls to the total enrolment. The percentage of girls enrolled in Classes I-V rose from 28.10 in 1950-1951 to 40.16 in 1986-1987, while the percentage of girls enrolled in Classes VI-VIII showed a noticeable increase from 17.12 to 35.56.

The gross enrolment ratio at the primary stage (percentage of children enrolled in Classes I-V to the total population in the age group 6-11) also registered a considerable increase from 42.6 to 95.9 per cent during the period 1950-1951 to 1986-1987. During this period, the gross enrolment ratio at the middle stage (percentage of children enrolled in Classes VI-VIII to the total population in the age group 11-14) increased from 12.9 to 53.1 per cent.

Gross enrolment ratios, however, do not give the correct picture unless they are adjusted to the age factor. The target to be reached would be one hundred per cent if children of the age group 6-11 (and no other) and 11-14 (and no other) were enrolled in classes I-V and VI-VIII respectively. The enrolment in classes I-V includes children not only in the age group 6-11, but also children below 6 and above 11 years of age. Similarly, enrolment in classes VI-VIII includes children below 11 and above 14 years of age. The proportion of such children outside the age group 6-11 in classes I-V is about 24 per cent of the total enrolment or even more and 34 per cent in the age group 11-14 in classes VI-VIII. On the basis adopted here, therefore, the enrolment ratios in classes I-V and VI-VIII will have to reach about 125 and 135 respectively of the total population in the age group 6-11 and 11-14 respectively to ensure universalization of primary education. From this point of view, it is clear that we are still far away from the goal of universalization of primary education.

Increase in Enrolment in Rural Areas

It is an encouraging factor that the enrolment of children at the primary and middle stages in rural areas has increased a great deal during the past few years. The enrolment of children belonging to the disadvantaged sections of society such as the Scheduled Castes and Scheduled Tribes has also increased considerably in recent years.

Disparity in Enrolment among Regions

Wide variations in enrolment ratios of the states and Union Territories, both for the primary and middle stages continue to be cause for concern. During 1986-1987, at the primary stage, 16 states/Union Territories achieved a gross enrolment ratio of over 100 per cent. At the other end of the spectrum, however, three states stood between only 70 and 80 per cent and one below 50 per cent.

Secondly, apart from the inter-state disparity in enrolment in Classes I-V and VI-VIII, there also exist inter-state disparities which were brought out by the 'Fourth All India Educational Survey' (1978). Even in states where the overall enrolment ratios are very high, wide disparities between districts prevail, particularly in the proportion of girls that are enrolled in schools.

Disparity in Enrolment among Population Groups

Disparity in enrolment among population groups is another noticeable feature. Although great strides have been made in increasing the enrolment of children both at the primary and middle stages, there still exists a wide disparity in enrolment between boys and girls and between the general population on the one hand and Scheduled Castes and Scheduled Tribes on the other. While the enrolment ratio for boys in Classes I-V in 1986-1987 was 111.83 per cent, it was only 79.21 per cent in the case of girls. At the middle stage, while the ratio for boys was 66.50 per cent, it was only 38.95 per cent in the case of girls.

Table 7. Enrolment Ratios of Students Belonging to Scheduled Castes and Scheduled Tribes (1986-1987)

Population group	Enrolment ratio at the primary stage (Classes I-V)			Enrolment ratio at the middle stage (Classes VI-VIII)		
	Boys	Girls	Both Sexes	Boys	Girls	Both Sexes
Scheduled Castes	103.8	64.8	84.8	52.7	26.5	40.4
Scheduled Tribes	111.0	68.0	90.1	45.6	21.9	34.1
General Population	111.8	79.2	95.9	66.5	38.9	53.1

Source: 'Selected Educational Statistics 1986-1987', Dept. of Education, Govt. of India, 1988.

For various reasons not all sections of the population are able to take advantage of educational opportunities in equal measure. For instance, in the case of girls social prejudices intervene and result in their non-enrolment or premature withdrawal from schools. Certain communities like the Scheduled Tribes live in isolated areas where the establishment of schools presents considerable difficulties. Children, especially girls, from Scheduled Castes suffer from social handicaps which prevent them from taking advantage of the educational facilities provided.

Univers Retention

There has been a decline in the dropout rates over the years. However, dropout rates continue to be high.

Table 8. Drop-out rates in Classes I-V, I-VIII and VI-VIII from 1970-71 to 1981-1982.

Years	I - VI			I - VIII			VI - VIII		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8	9	10
1970-71	64.5	70.9	67.0	74.6	83.4	77.9	22.8	27.3	24.1
1971-72	64.0	70.3	66.5	75.7	84.3	79.0	23.3	26.5	24.3
1972-73	62.6	68.7	65.0	75.8	84.2	79.1	21.7	26.2	25.7
1973-74	62.0	67.2	64.0	76.2	84.2	79.3	22.8	27.3	24.2
1974-75	61.0	66.7	63.2	75.5	83.7	78.7	23.4	28.0	24.8
1975-76	60.7	66.2	62.8	74.3	82.8	77.6	21.1	29.1	23.6
1976-77	60.7	66.8	63.1	73.9	82.2	77.2	24.6	29.8	26.2
1977-78	58.4	65.3	61.1	73.9	81.7	76.9	23.0	28.2	24.6
1978-79	58.9	65.3	61.4	73.4	80.7	76.3	23.2	27.2	24.5
1979-80	57.0	63.5	59.6	72.6	80.9	75.8	20.0	25.9	21.9
1980-81	54.5	61.7	57.4	69.2	78.5	72.9	16.3	23.6	18.7
1981-82 (P)	49.0	56.3	51.9	68.0	77.5	71.7	15.4	21.7	17.5

(P) Provisional

The above estimates have been worked out using the following formulae:

1. Dropout rates at Primary stage during the year i.e. in Grades 1-5
Enrolment in class I preceding 4 years minus Enrolment in class V during the year divided by Enrolment in class I preceding 4 years X 100

2. Dropout rates in classes VI to VIII during the year
Enrolment in class VI preceding 2 years minus Enrolment in class VIII during the year divided by Enrolment in class VI preceding 2 years X 100

3. Dropout rates at Middle stage during the year i.e. in classes I to VIII
Enrolment in class I preceding 7 years minus Enrolment in class VIII during the year divided by Enrolment in class I preceding 7 years X 100

While the increase in enrolment at the elementary stage recorded during the past three decades has been satisfactory, the problem of stagnation and drop-outs has been more or less negating the progress achieved. Students taking more than the required time to complete a class and/or dropping out of the system without obtaining a minimum basic education have been the two major deficiencies of primary education.

Several studies have also been conducted to look into the causes of the massive rate of dropout still prevailing in the country. The following are major reasons:

- Socioeconomic condition of families.
- Lack of interest in education.
- Education unrelated to life.
- Domestic problems.
- Indifferent attitudes of parents towards education.
- Distance from the schools.
- Heterogeneity of age level etc.

A number of incentives have been provided in primary and middle schools to prevent drop-outs as well as to increase the enrolment of children at the elementary stage: (1) midday meals; (2) free uniforms/clothes; (3) free textbooks and stationery; and (4) attendance scholarships for girls.

Incentive Schemes

The midday meal programme is one of the incentive schemes designed to attract socially and economically disadvantaged children to school and retain them up to the end of the elementary stage of education. The 'Third All India Educational Survey' (1973) indicated that almost 26 per cent of primary schools/sections in rural areas and 20.95 per cent in urban areas were covered by the scheme in 1973, rising to 26.61 per cent and 27.75 per cent respectively in 1978.

The inability of parents to provide their children with adequate clothes also contributes a great deal towards children dropping out of schools. As a measure to prevent drop-outs at the elementary stage of education, the central and the state governments, therefore, have initiated schemes for supplying uniforms/clothes to children belonging to the disadvantaged sections of society. At the time of the 'Third All India educational survey' (1973), out of 530,867 primary schools in the country, 64,008 (12.06 per cent) primary schools provided free uniforms/clothes to students from poorer families. In 1978, free uniforms/clothes were available in 59,960 primary schools and 10,563 middle schools.

Another incentive scheme which is designed to prevent drop-outs and enhance enrolment at the primary and middle stages of education is the scheme to supply free textbooks to students from socially and economically disadvantaged sections of society. In 1973, 27.01 per cent of primary schools were provided free textbooks. Between 1973 and 1978, there was a significant increase in the number of primary schools covered by the scheme. The percentages of primary and middle schools supplying free textbooks in 1978 were 37.56 and 34.93 respectively.

Special measures for promoting education of girls were also initiated. Prominent among the measures initiated to increase enrolment of girls and to retain them up to Class VIII is the scheme of attendance scholarships for girls from the weaker sections of society, including Scheduled Castes and Scheduled Tribes. In 1978, there were 62,438 primary schools and 18,262 middle schools which provided attendance scholarships for girls.

Qualitative Progress

Two policies, namely expansion of educational facilities for elementary education and the equalization of educational opportunities, have characterized the period of planned development in India since independence. The expansion of educational facilities, which was given top priority during the first two decades after independence, has adversely affected the programmes for qualitative improvement in elementary education. Due to resource constraints, adequate inputs for qualitative improvement have not been available.

Types of Building for Schools

A large number of primary and middle schools in the country are housed in unsatisfactory structures, such as open spaces, tents, thatched huts and kuccha buildings. At the time of the 'Fourth All India Educational Survey' (1978), 40.10 per cent of primary schools in the country were housed in unsatisfactory structures. The position was particularly unsatisfactory in rural areas. Over 42 per cent of the primary schools in rural areas were being run in open spaces, tents, thatched huts and kuccha buildings.

In 1978, 14.18 per cent of the middle schools were housed in unsatisfactory structures. Over 15 per cent of middle schools in rural areas and 5.86 per cent in urban areas were being run in unsatisfactory structures comprising thatched huts, tents, kuccha buildings or open spaces. There has been an acute shortage of classroom space, both in primary schools and middle schools. As in the case of buildings, the shortages were more acute in rural schools than in urban areas. About 83 per cent of primary schools had a shortage of one to three rooms, whereas 77 per cent of middle schools had a shortage of one to four rooms.

Teachers in Primary and Middle Schools

The total number of primary and middle school teachers has increased substantially during the past three decades. The number of primary school teachers increased from 537,918 in 1950-1951 to 1,522,108 in 1986-1987 (Table 9).

Table 9. Number of Teachers in Primary Schools in India (1950-1951 to 1986-1987)

Year	Number of teachers in primary schools			Percentage of women teachers
	Men	Women	Total	
1950-1951	455,637	82,281	537,918	15.30
1955-1956	574,182	117,067	691,249	16.94
1960-1961	614,727	126,788	741,515	17.10
1965-1966	764,062	180,315	944,377	19.09
1970-1971	835,340	224,610	1,059,950	21.19
1975-1976	964,311	283,242	1,247,553	22.70
1980-1981	1,021,205	341,542	1,362,747	25.06
1986-1987(P)	1,105,524	416,584	1,522,108	27.36

(P) Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics', Dept. of Education, Government of India: 1987.
2) 'Selected Educational Statistics, 1981-1987' Department of Education, Government of India, 1988.

A welcome trend is the increase in the proportion of women teachers. During this period, the percentage of women teachers rose from 15.30 to 27.36. The number of teachers at the middle stage increased from 85,496 in 1950-1951 to 979,073 in 1986-1987 (Table 10). The percentage of women teachers in middle schools increased from 15.07 to 32.05 during the period 1950-1951 to 1986-1987.

Table 10. Number of teachers in Middle Schools in India (1950-1951 to 1986-1987)

Year	Number of teachers in middle schools			Percentage of women teachers
	Men	Women	Total	
1950-1951	72,609	12,887	85,496	15.07
1955-1956	90,995	23,844	114,839	20.76
1960-1961	261,696	83,532	345,228	24.20
1965-1966	389,225	138,529	527,754	26.25
1970-1971	463,063	174,506	637,569	27.37
1975-1976	554,043	223,885	777,928	28.78
1980-1981	598,191	253,346	851,531	29.75
1986-1987(P)	665,210	313,863	979,073	32.06

(P) Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics', Department of Education, Government of India, 1987. 2) 'Selected Educational Statistics 1986-1987', Department of Education, Government of India, 1988.

In spite of the substantial increase in the number of teachers at the primary stage, there still exist a large number of schools without an adequate number of teachers. In 1978, as many as 164,931 primary schools were single teacher schools, constituting 35 per cent of the total number.

Table 11. Primary schools according to teachers in position (1978)

Number of teachers in position	Number of primary schools	Percentage to total number of primary schools
Zero	2,937	0.62
One	164,931	34.75
Two	129,451	27.27
Three	71,658	15.10
Four	38,726	8.16
Five	24,908	5.25
More than five	42,025	8.85
Total:	474,636	100.0

Source: 'Fourth All India Educational Survey', National Council of Educational Research and Training, New Delhi: 1982.

These 34.75 per cent of single teacher schools, with children of varying age groups and varying educational attainment, present a number of problems, particularly for teachers in rural primary schools, whose academic backgrounds are generally not as sound as that of their counterparts in urban schools.

Availability of Qualified Teachers

A major thrust of the effort to improve the quality of education at the elementary stage has been to raise the level of general education and professional training of teachers. Due to the expansion of educational facilities at all levels, a large number of more qualified persons have become teachers at primary and middle stages. However, in 1978 there was still a sizeable proportion of teachers (26.24 per cent) who were under-qualified at primary level and at the middle level (9.08 per cent).

The number of trained teachers has also been increasing steadily over the years. The percentage of trained teachers in primary schools increased from 58.8 in 1950-1951 to 80.63 in 1970-1971 and to 87.26 in 1986-1987. In the case of middle schools, it increased from 53.3 per cent in 1950-1951 to 83.8 per cent in 1970-1971 and to 89.64 in 1986-1987.

Table 12. Percentage of Trained Teachers in Primary and Middle School (1950-1951 to 1986-1987)

Year	Percentage of trained teachers	
	Primary Schools	Middle Schools
1950-1951	58.8	53.3
1955-1956	61.2	58.5
1960-1961	64.1	66.5
1965-1966	70.5	76.9
1970-1971	80.6	83.8
1980-1981	86.56	89.10
1986-1987(P)	87.26	89.64

(P) Provisional

Source: 1) 'A Handbook of Educational and Allied Statistics', Dept. of Education, Government of India, 1987.
2) 'Selected Educational Statistics 1986-1987', Dept. of Education, Government of India, 1988.

There was, however, a wide variation in the availability of trained teachers in the states/Union Territories in 1987. In 1986-1987, 12.7 per cent of the teachers in primary schools in the country were untrained. Arunachal Pradesh had the highest percentage (60.04 per cent) of untrained teachers in primary schools, while Gujrat, Tamil Nadu, Chandigarh, Delhi and Pondicherry had no untrained teachers. In middle schools, 10.3 per cent of the teachers were untrained in 1986-87. The highest proportion of untrained teachers in middle schools was in Assam (72.0 per cent), while Gujrat, Tamil Nadu, Chandigarh and Pondicherry had no untrained teachers.

Progress in Non-formal Education (NFE)

Part time education was felt necessary in states with low enrolment/high dropout rates because it was found that a large number of children could not attend formal schools because they lived in remote, hilly, desert areas not well provided with schools or were working children or girls engaged in household duties. The Scheme for Non-Formal Education which was introduced during the Sixth Five-Year Plan as a Centrally Assisted Scheme in 9 educationally backward states has made significant progress during 1979-80 to 1986-87. The total number of centres under this scheme increased from 28,730 in 1979-80 to 156,106 in 1986-87.

Expenditure on Primary Education

The outlays for primary education have increased substantially in successive Five-Year Plans. The total outlay for primary education increased from Rs.930 million in the First Five-Year Plan (1951-1956) to Rs.19,630 million in the Seventh Five-Year Plan. The plan expenditure on elementary education increased from Rs.850 million during the First Plan period to Rs.8,700 million during the Sixth Five-Year Plan period (Table 13).

Although the outlay for primary education has increased substantially, its share in the total outlay for education varied from plan to plan. While in the case of the First Five-Year Plan it represented 55 per cent of the total outlay for education, in the Seventh Five-Year Plan the share of primary education decreased to 34 per cent. The plan expenditure also showed a downward trend during this period. The percentage of expenditure on primary education decreased from 56 per cent in the First Five-Year Plan to 30 per cent in the Sixth Five-Year Plan.

Table 13. Plan outlay and expenditure (in crore) on primary education

Plan	Outlay		Expenditure	
	Education (Total)	Primary education	Education	Primary education
First Five Year Plan	169	93	153	85
		(55)		(56)
Second Five Year Plan	277	93	273	95
	(34)		(35)	
Third Five Year Plan	560	209	589	201
		(37)		(34)
Fourth Five ear Plan	822	256	786	239
		(31)		(30)
Fifth Five Year Plan	1,285	410	912	317
		(32)		(35)
Sixth Five Year Plan	2,524	905	2,943	870
		(36)		(30)
Seventh Five Year Plan	5,733	1,963	-	-
		(34)		

Source: 'A Handbook of Educational and Allied Statistics', Department of Education, Government of India, 1987.

Obstacles to Universalization of Primary Education (UPE)

The earlier analysis indicates that, despite significant achievements made in the field of primary education, we are still far from the goal of UPE. The failure to achieve the goal of UPE within the stipulated time (despite frequent postponement of the achievement date) can be attributed to the following major factors:

1. Illiterate, uneducated parents are highly unlikely to send their children to school and it is very difficult to overcome this reluctance.
2. A large number of children are working and contribute to their parents' income. This contributes to the parents' reluctance to send their children to school.
3. Because parents belonging to the middle and lower classes have a conservative attitude toward girls' education, girls' enrolment has failed to increase significantly.
4. Population explosion is also a very important factor as it continually increases the size of the target group whose enrolment is sought.
5. The great size of the country and constraints on resources have hampered efforts to put high quality education within easy reach of all children.
6. Despite the increases in Five-Year Plan outlays over the years, there has not been a corresponding increase in the provision for education, especially for primary education. Whereas the First Plan allocated 56 per cent of its education budget to primary education, this share decreased to 29 per cent in the Seventh Plan.
7. Despite the fact that the goal of UPE finds mention in the Constitution of India, it was accorded relatively low priority in terms of budget outlays.

8. The rigidity of the formal school system and its failure to adapt to the needs of the people have prevented it from making education available to working children, school drop-outs and children who cannot attend whole-day schools.

9. The fact that a large number of teachers in primary and middle schools are still untrained is also a major demotivating factor.

10. There is a lack of adequate basic teaching-learning material and equipment in a large number of schools throughout the country.

11. Absenteeism on the part of pupils and teachers undermines efforts to achieve the goal of UPE. An added difficulty is the reluctance of teachers to accept postings in remote/backward areas.

12. So far as primary and middle level education are concerned there has been an acute lack of community participation.

13. The teacher-pupil ratio in a large number of schools is most unsatisfactory.

14. The fact that education imparted in schools is unrelated to life and is largely theoretical with no practical significance leads a large number of children to drop out at the primary and middle levels.

15. Vocational education has largely been ignored to date, with the result that children do not acquire useful/productive skills.

16. The system of non-formal education has not expanded at the desired rate.

Chapter 2

Policy, Planning and Programming of UPE

The provision of universal primary education continues to be one of the main objectives of educational development in India. Its importance is further reinforced in the Constitution.

The Seventh Five-Year Plan (1985-1990) gives overriding priority to realization of universalization of primary education of children in the age group 6-14 years by 1990 and reiterates that primary education will continue to be one of the major components of the 'Minimum Needs Programme'. The 7th Plan envisages that the emphasis will shift from enrolment to retention of pupils in schools and to the pupils' attainment of basic elements of learning. Achievement of this objective is sought through a combination of formal and non-formal methods, focusing sharply on the needs of girls and of children belonging to the economically and socially weaker sections. The major strategies for achieving these objectives include effective decentralized planning and organizational reforms, promotion of non-formal and open learning systems, mobilization of community resources and universal societal involvement.

Considering the crucial role to be played by the teacher in achieving universal primary education, especially in the motivation of children as well as their parents, high priority has been given to in-service training of teachers by developing and strengthening teacher training institutions. To enhance girls' enrolment, emphasis has been laid on appointment of women teachers, establishment of pre-school centres, provision of free school uniforms and other incentives.

Using the objectives of the 7th Five Year Plan as a basis, the National Policy on Education (1986) gave a new thrust to all aspects of Elementary Education with emphasis on: (i) universal enrolment and retention of children up to 14 years of age; and (ii) a substantial improvement in the equality of education. However, the National Policy on Education (1986) was a little less ambitious as compared to the Seventh Five-Year Plan which envisaged

achievement of Universal Primary Education by 1990. The former resolves that: "It shall be ensured that all children who attain the age of about 11 years by 1990 will have had 5 years of schooling or its equivalent through the non-formal stream and that by 1995, all children will be provided free and compulsory education up to 14 years of age".

The National Policy on Education (NPE) 1986 embodies the concept of a national system of education; the concept that all students, irrespective of caste, creed, location or sex, must have access to education of a comparable quality. It emphasizes:

- The removal of disparities to equalize educational opportunities by attending to the specific needs of those who have been denied education so far.
- Reorientation of the content and process of education through adoption of a national curricular framework which contains a common core that embodies the concept of socialism, equality and freedom.
- The provision of resource support for improvement of the quality of education and of learning at all levels.
- Improvement in the status and educational competency of the teacher through a continuous teacher education system that will ensure the dignity, accountability and motivation of the teacher.
- An overhaul of the system of educational planning and management towards decentralization, micro-planning and community participation to make it learner oriented.
- Investment in the development of the young child, particularly children from sections of the population in which first generation learners' predominate.
- Universal enrolment and retention of children up to 14 years of age with a substantial improvement in the quality of education.
- Organization of a large programme of non-formal education for habitations without schools and children who cannot attend whole-day schools.

To implement these strategies, the Programme of Action (POA) of the National Policy on Education (1986), advocates the following strategies for achievement of these objectives:

Operation Blackboard

Operation Blackboard is a phased drive to effect an improvement in physical facilities in all primary schools in the country. It has been launched to ensure provision of minimum essential facilities in primary schools. Operation Blackboard envisages:

- Two reasonably large rooms that are usable in all weather.
- Necessary toys and games materials; blackboards, maps, charts and other learning materials.
- An additional teacher, preferably a woman, in all single teacher schools

The plan is to cover all primary schools (up to class IV or V as the case may be in the State) run by Government, local bodies, and panchayati raj institutions in all villages/municipal areas, covering 20 per cent of community development blocks/municipal areas in 1987-88, 30 per cent in 1988-89 and 50 per cent in 1989-90. In selecting the blocks, states have been

advised to see that no district is left out and preferences in selection of blocks is given to educationally disadvantaged blocks having a concentration of SCs, STs and minorities.

With regard to school buildings, Operation Blackboard envisages at least two pucca rooms, each of approximately 30 sq.mtrs. with a deep verandah, usable in all weather. Each such unit will also have separate toilets for boys and girls. Using locally available material such a structure may cost about Rs.52,000 for the classrooms and Rs.5,000 for the toilets. Construction of school buildings will be given high priority in NREP and RLEGP. The Department of Education has held consultations with the Ministry of Rural Development and there has been general agreement about using NREP and RLEGP funds for this programme. This construction programme would require an approximate amount of Rs.120,000 lakhs, and it is proposed that these funds be made available under the NREP and RLEEGP.

The other essential facilities envisaged in 'Operation Blackboard' are toys, blackboards, maps, charts, and other learning materials, and also an additional teacher in the single teacher schools. Effort is being made to standardize specifications. Purchase procedures of the State Governments will also be reviewed to ensure that materials of standard quality are purchased. The total cost under this programme is estimated to Rs.74,225 lakhs. Because of the pressure on the resources in the Plan Budget of Education Sector in State Governments and keeping in view the priority given to it, it is proposed that 100 per cent Central Assistance be provided for Operation Blackboard. The local community or the panchayati raj institutions would be expected to provide land (including space required for playgrounds) boundary wall or fencing and also take responsibility for maintenance of the building. The State Governments will be expected to provide funds for contingencies with teachers.

Revised and Expanded Programme of Non-formal Education

This programme is intended to provide education of a comparable quality to that of formal schools, to school dropouts, children from habitations without schools, working children and girls who cannot attend whole-day schools.

Because of the need to give priority to the education of girls and children belonging to the families of the poor, strengthening of the non-formal education system should take place simultaneously with the widening of coverage through the school system. Apart from a few significant projects taken up by voluntary agencies, non-formal education has so far received only rote references or sheer neglect. The creation of a flexible, diversified and efficient system of non-formal learning is an important feature of the new strategy towards universalization, to reach the school drop-outs, children from habitations without schools, working children and girls who cannot attend whole-day schools. The new scheme adopts an area-specific and population-specific approach, planning NFE centres in projects comprising 100 centres each in a compact and contiguous area, to promote effective supervision, management, and inter-agency linkages that promote development orientation. Modern technological aids will be used to improve the learning environment of the NFE centres. Talented and dedicated young men and women from the local community will be chosen to serve as instructors and supervisors and particular attention will be paid to their training. Effective steps will be taken to provide a framework for the curriculum, which will, however, be based on the needs of the learners and related to the local environment.

Voluntary Organizations and community interaction will be involved as much as possible in the programme, as will women.

Since the 6th Plan assistance under this scheme has been given to State Governments and voluntary agencies for establishment of NFE centres in nine educationally backward states, namely: Andhra Pradesh; Assam; Bihar; Jammu & Kashmir; Madhya Pradesh; Orissa; Rajasthan; Uttar Pradesh; and West Bengal. Central financial assistance meets the following percentages of costs:

1.	Co-educational centres of NFE	50 per cent
2.	NFE centres exclusively for girls	90 per cent
3.	Assistance to Voluntary Organizations engaged in NFE programme	100 per cent
4.	Assistance to Voluntary Organizations engaged in innovative and experimental projects	100 per cent

This pattern of assistance is being continued. Arunachal Pradesh has been added to the list as the 10th educationally backward state in which this scheme will be implemented.

Since 1988 this scheme has been extended throughout the country on the above pattern in urban slums, hilly, desert and tribal areas and in projects for education of working children. The programme has been reorganized on a project basis comprising 100 NFE centres, to be linked with a comprehensive programme of continuing education and vocational training. The scheme will now be run in a compact and contiguous area to facilitate supervision, make management a feasible task and create a spirit of solidarity among the NFE workers. The expenditure pattern in the scheme has been revised, keeping in view the emphasis in the education policy of upgrading of NFE and the deficiencies noted in evaluation of the programme. In addition to project level management staff in the educationally backward states, additional district and State Council of Educational Research and Training (SCERT) staff have been provided.

Universal Provision of Facilities and School Mapping

Most of the States/Union Territories lack a systematic procedure for the location of schools. Decisions in such matters are based mostly on conventions or on considerations other than those of educational need. As a result, the educationally backward or far-flung tribal/hilly areas have continued to remain deprived or neglected, widening disparities and defeating the goal of Universalization of Primary Education in spite of the increase in the number of primary schools provided, teachers employed and children enrolled. The Fourth All India Educational Survey ('78-'79) revealed that 190,000 habitations were without schooling facilities. Since then, though new schools have been opened, new habitations have also come into existence, and the position today is nowhere near a satisfactory level. The Programme of Action, therefore, emphasizes the need for detailed school mapping, and mentions that State Governments will ensure that all habitations with a population of 300 (200 in the case of tribal, hilly and desert areas) will be provided a primary school within

the Seventh Plan. Wherever necessary, residential schools, Ashram Schools and special 'mobile' schools will be provided to cater to the needs of specific groups so that a complete Master Plan of Universal Provision of Facilities for Elementary Education is prepared by the end of 1987-88.

School mapping is the process of mapping an area for expansion as well as rationalization of educational facilities. It covers not only locational aspects but also provision of proposed and existing schools, and will involve a comprehensive survey of all habitations and all schools. The survey should link data on Operation Blackboard, Non-formal Education, Adult Education and the Fifth All India Educational Survey, covering in a first phase the requirements of primary schools, and thereafter, in a second phase, those of middle and secondary schools.

Micro-planning

Micro-planning is proposed as a family-wise and child-wise design of action to ensure that every child regularly attends school or non-formal education centres, and completes at least 5 years of schooling or its equivalent at the NFE centre.

The National Policy on Education resolves to adopt strategies based on micro-planning to ensure childrens' retention at school. The Programme of Action elaborates that a family-wise and child-wise design of action to ensure that every child regularly attends school or NFE centres, continues his education at a pace suitable to him, and completes at least 5 years of schooling or its equivalent at the NFE centre, is what is intended by micro-planning in the NPE.

Teacher Training

Keeping in view the above scenario and the pivotal role of teachers as the most important delivery agents for the entire range of measures envisaged in the NPE, the Programme of Action spells out action in the following two broad areas concerning teachers:

1. Overhaul of the system of Teacher Education, with:
    - New programmes of Teacher Education emphasizing the need for teachers to meet the thrusts envisaged in the policy.
    - Establishment of District Institutes of Education and Training (DIETs) with the capability to organism pre-service and in-service courses for Elementary School Teachers and also for Non-Formal and Adult Education personnel, (phasing out sub-standard institutions in the process).
    - Upgrading of selected Secondary Teacher Training colleges to complement the work of SCERTs.
    - Creation of networking arrangements between Teacher Education Institutions (TEIs) and University Departments of Education.
    - Conferral of suitable status on the National Council of Teacher Education (NCTE).
    - Improvement in the Emoluments and Service Conditions of Teachers.

- Uniformity as far as possible in the pay and service conditions of teachers which should be commensurate with their responsibility and the need to attract talent to the profession.
- Streamlining the system of recruitment and transfers/posting of teachers.
- Reforms in the system of Teacher Evaluation, linking career advancement with professional growth.
- Improvement in housing, leave and retirement benefits etc for teachers.
- Proper involvement of teachers in formulation and implementation of educational programmes.

In pursuance of the relevant provisions of the NPE and the POA, a centrally sponsored scheme of Teacher Education with the five following components is being implemented from 1987-88:

1. Orientation of about 500,000 teachers every year until 1990 to increase their motivation and competence for implementation of the new policy.
2. Setting up of about 400 District Institutes of Education and Training (DIETs).
3. Strengthening of about 250 secondary teacher education institutions and development of about 50 of them as Institutions of Advanced Study in Education.
4. Strengthening of State Councils of Educational Research and Training.
5. Establishment and strengthening of Departments of Education in Universities.

All the above strategies commenced during 1987-88.

Organizational Structure

The administration of primary education is organized at two levels, Central and State. At the central level, the department of education is responsible for all matters connected with 'Education', including overall planning and guidance. In this work, the department is assisted by the Planning Commission, NCERT, NIEPA, CABE, etc.

At the State level, the State Department of Education is responsible for formulation and implementation of all educational programmes in the state. For administrative convenience every State/UT is divided into districts. In some states where the districts are fairly large, there is an intermediate unit between the State Government and the district administration. A district is further sub-divided into blocks.

The National Policy on Education 1986 has put forth a series of proposals to bring about Organizational reforms in education. It also resolves to adopt strategies based on micro-planning to ensure that every child regularly attends the school or non-formal education centre and completes at least 5 years of schooling or its equivalent through NFE. The other Organizational reforms envisaged in the new policy are:

1. Village Education Committee at the village level to look into overall management of all educational programmes at the village level.
2. School Complexes. For preparation of development plans including institutional plans for improvement of the schools within the complex, to provide alliances to

encourage professionalism among teachers, ensure observance of norms and conduct and enable the sharing of experiences and facilities. The school complex will serve as the lowest viable unit of area planning.

3. District Board of Education. For total and comprehensive planning of educational development in the district as per the policies emanating from the State Advisory Board of Education and State Departments of Education in accordance with the overall direction and the spirit of NPE (1986).

4. State Advisory Board of Education. To identify and determine the educational policy for the state in accordance with the direction and spirit of NPE (1986), articulate the strategies of educational development and strengthen the process of human resource development.

It is hoped that these reforms operating together will create conditions leading to higher level of educational development.

Community Participation and Local Resource Mobilization

The successful implementation of educational programmes requires large scale community involvement and participation at the grassroots level as well as the increased participation of voluntary agencies and social activist groups. Accordingly, the National Policy on Education (1986) has given pre-eminence to community involvement including that of associations or non-governmental agencies and voluntary efforts. People's involvement should, even more than non-governmental agencies and voluntary associations, mean involvement of parents, developmental agencies, employers, professionally competent teachers and representatives of financing bodies in the educational process at all levels. Accordingly, POA suggests positive steps to promote greater involvement of the people. They should be consulted from time to time, and should be represented on bodies responsible for taking decisions in respect of educational facilities, community participation in implementation of the programmes and streamlining of procedures for selection of voluntary agencies and provision of financial assistance. It is felt that people's involvement would lead to establishment of closer linkages between educational institutions and the community, improvement in relevance and quality of education, reduction of absenteeism and greater access to community resources.

Mobilization of local resources has been viewed as an essential aspect of the programmes of universalization of elementary education. Accordingly, the NPE 1986 states that to reduce the burden on states' resources and to create a greater sense of responsibility within the educational system, resources, to the extent possible, will be raised by mobilizing donations, and by asking the beneficiary communities to maintain school buildings and supplies of some consumable items etc. Setting up of village education committees is an initiative to create community interest in contributing either in cash or in kind to improve the physical facilities of the schools and NFE centres.

Technical Resource Support

There is a three tier system for the provision of resource support to primary education. At the national level, technical resource support for elementary education is provided by the

National Council of Educational Research and Training. At the state level, there are State Councils of Educational Research and Training/State Institutes of Education to provide technical support to the elementary education programmes in the state, and at district level, the District Institutes of Education and Training (DIET). The major areas of resource support are summarized below.

Curriculum and Learning Material

Because of geographical, economic, social and cultural variations, the needs of the learners are diverse. Uniform curricula, learning materials and instructional strategies are not relevant to the needs of diverse groups of children. One of the major concerns in elementary education has, therefore, been to evolve new curricula or curriculum approaches that would provide a programme of education to effectively meet the requirements of diverse groups. While all the States have by now accepted this pattern in principle, its implementation, particularly in terms of reorienting the content and process, has remained indifferent and uneven. One of the major weaknesses of the attempts to bring about curricular reform in the past has been the lack of a comprehensive plan to link curricular changes with the processes of teaching, learning, teacher training and examination reform.

The NPE has envisaged reorganization of the content and process of School Education and it has laid down the following parameters in this regard:

a. Introduction of the norms of minimum levels of learning for each stage of education.

b. Articulation of a National System of Education with a common structure and a National Curricular Framework containing common core components.

c. Development of child centred learning strategies and playway activity-centred teaching methods.

d. Examination reform and introduction of continuous and comprehensive evaluation to improve the teaching-learning process.

Training of Teachers/Instructors

Keeping in view the central place of teacher education, NPE calls for its overhaul as the first step towards educational reorganization. Giving particular importance to the training of primary school teachers, it is envisaged that selected institutions would be developed such as District Institutes of Education and Training (DIET), both for pre-service and in-service courses of primary school teachers and for continued education of the personnel working in non-formal and adult education programmes. Reorganization of the secondary teacher education system is also implied in the policy. The National Council of Teacher Education will be given the statutory status and necessary resources to play its role.

A five pronged strategy for improvement of teacher education is being implemented:

1. Orientation of about 5 lakh teachers every year until 1990 to increase their motivation and competence for implementation of the new policy.
2. Setting up of about 400 District Institutes of Education and Training (DIETs).
3. Strengthening of about 250 Secondary teacher education institutions and development of about 50 of them as Institutes of Advanced Study in Education.

4. Strengthening of State Councils of Educational Research and Training.
5. Establishment and Strengthening of Departments of Education in Universities.

Supervision and Evaluation of Learners

Supervision and learner evaluation in the formal schools is well established and is conducted by the official machinery available at various levels viz. blocks, district, division and state. These officials are supposed to pay visits to schools and make necessary recommendations for their smooth functioning. Under the new revised scheme of supervision in non-formal education, one supervisor is provided to supervise the functioning of 10-12 centres. The duties of the supervisors include guiding the instructors, sending periodical reports and returns, and ensuring that the centres are run smoothly and that teaching-learning material is being provided in adequate quantities. Above the supervisor, the project officer generally supervises the functioning of all the centres in his area and provides necessary guidance on all academic and administrative matters.

Formal education has set up objectives, elaborate theories and rigid practical tests with a stringent system of final examinations to evaluate students and assess their success or failure. However, the new education policy (1986) visualizes integration of the assessment of performance with the process of learning and teaching, and utilizing the process of evaluation to bring about qualitative improvements in education. In order to ensure that the method of assessment of students' performance is valid and reliable, the following short-term measures are proposed at the school level:

- Public examinations will continue to be held only at the levels of Classes X to XII.
- Decentralization of the operation involved in the conduct of examinations to make the system work more effectively.
- School Boards in certain states have set up a number of sub-centres to decentralize the conduct of examinations. Adoption of similar measures by other states will be pursued.
- In the event of Decentralization as indicated above, the State Boards of School Education would continue to get the question papers set and printed, consolidate the results of examinations and also undertake test checks on a random basis to assess the functioning of the sub-centres.
- Spot evaluation of answer scripts.

As regards evaluation of NFE learners, evaluation of a different sort is required since there is greater flexibility regarding attendance, curricula and learning experience. At present the NFE system lacks a scientific and critical method of evaluation. There is still no precise system for evaluating the NFE programmes. At present an informal and flexible evaluation system is used. Generally the evaluation of NFE learners is measured by: (i) attendance records; (ii) use of knowledge and ability acquired; (iii) reaction of learners. However, many states use a formal system of examination to assess NFE learners entering into the formal system in order to put them on a par with the formal school system. Steps have already been taken to standardize minimum levels of learning in consultation with the NCERT.

Resources for Education

The following is the present status of funding of Education in India:

- Expenditure on education as a percentage of GNP is 3.7 (Rs.10,000 crores approximately).
- The Government provides 80 per cent of funding, the balance of 20 per cent being derived from private sources (15 per cent) and local bodies (5 per cent).
- Non-plan expenditure is of the order of 87 per cent of total expenditure.
- Over the years, total Central and State Plan expenditure has decreased from 7.9 per cent in the First Plan to 2.6 per cent in the Sixth Plan.
- While over the years the share of the Central Government has increased from 25 per cent to 37 per cent on the Plan side, it has come down from 16 per cent to 6 per cent on the non-plan side.
- Intra-sectoral resource allocation over the years presents the following picture:

Table 14. Intra-sectoral resource allocation

	First Plan (percentage)	Seventh Plan (percentage)
Elementary	56	29
Secondary	13	16
University and General	18	44
Technical	13	11

For the Eighth Five-Year Plan, exercises have already begun and a Working Group on Elementary Education has been set up to look into all aspects of elementary education including availability of funds for achieving the goal of UPE by 1990.

Monitoring and Evaluation

So far there has been no real monitoring and evaluation of the UPE. Whatever monitoring was done was on the basis of the information on different aspects of primary education such as enrolment, number of teachers, number of schools and enrolment ratios. This system was not found to be very effective.

It is felt now that the objective of monitoring should not just be restricted to the implementation of the schemes but should extend to monitoring indicators of enrolment, attendance and retention and completion of primary/elementary school as well as the number of children who do not attend school/NFE centres regularly so as to bring them into school/NFE centres. Steps have been taken to devise an appropriate system of monitoring and evaluation of the programme for universalization of primary education. Data relating to different aspects of primary education are expected to flow from schools to blocks, blocks to districts, districts to the State Directorates and from the state to the Ministry. Computerization of the data up to district level is also being planned in order to strengthen the decision making process.

Chapter 3

Achieving Education for All

The Extent of Illiteracy

The aggregate literacy rate in India has risen from 24.02 per cent in 1971 to 36.23 per cent in 1981 but, conversely, during the same period the number of illiterates has increased from 376.24 million in 1971 to 424.26 million in 1981 (excluding Assam. Source: Census of India-A Handbook of Population Statistics, April 1988). The number of literates during the same period has also increased from 60 million to 240 million but this increase has been more than neutralized by the rate of population growth and the continuing phenomenon of drop-outs at primary stage. Out of 424.26 million illiterate persons, 237.72 million are in the age group 15 and above, (excluding Assam) of which 36.15 million were enrolled in adult education centres from the period 1981-87. So the task ahead is to make a total of 255.95 million persons literate in the age group 15 and above.

Among the illiterate population (15 years and above) a great majority of 144.03 million or 60.65 per cent are women and girls. So considerable efforts are to be concentrated on the education of the females. Furthermore, there are regional imbalances in the literacy rate. 64.5 per cent or 20 out of the total of 31 States/Union Territories have a literacy rate above or near the national average of 36.23 per cent. Eleven States/UTs are have a literacy rate below the national level. These States /UTs will require additional resources to effectively grapple with the problem of eradication of illiteracy in India.

Continuing Education

The drop-out rate in the schools as well as in the adult education centres has been very high. It ranged between 40 and 75 per cent. If the child drops out from the school before completion of 4/5 years of primary education or the adult drops out from the adult education centre before completing the course, they are liable to loose the acquired literacy skills unless they are engaged in some continuing education processes. There has hardly been effective linkage between basic literacy, post-literacy and continuing education. Furthermore, there has been no institutional framework of continuing education to prevent

neo-literates from relapsing into illiteracy. Therefore, it is imperative that we develop appropriate mechanisms with a view to preventing this unfortunate trend.

Review of the Adult Education Programmes

The Programmes of Adult Education in India have been reviewed by the Institute of Social Sciences and Research and other agencies between 1978-85 and 56 reports have been published. Their findings reveal the following strengths and weaknesses of the programme.

Strengths

- Women's motivation and participation has been high.
- Coverage of weaker sections of the Society (Scheduled Castes/Scheduled Tribes) has been higher than the target.
- The project approach adopted for Adult Education Programme Management has been feasible.
- The quality of teaching-learning material prepared by the National Resource Centre and the State Resource Centre has been very good.
- The programme worked well where special recruitment/procedures were adopted.

Weaknesses

- Quality of training of the functionaries was poor.
- Monitoring system lacked credibility.
- The learning environment in the adult education centres was poor, resulting in a high percentage of dropout of adult learners.
- Mass media did not provide appreciable support.
- Voluntary agencies did not receive cooperation from State Governments. The existing procedures for their involvement were discouraging.
- There was no linkage between basic literacy, post-literacy, follow up and continuing education, resulting in relapse of neo-literates into illiteracy.
- Achievement of levels of literacy was below the desired level.
- Training of adult education functionaries at all levels lacked participatory and communicative techniques.
- Political and administrative support from the State Governments and the Panchayat Institutions were not sufficiently forthcoming.

The above description of the strengths and weaknesses of the Programme of Adult Education in India reveals that the major problems to be tackled for success of the programme are: motivation of the learner; mass Mobilization and effective involvement of Voluntary Agencies and the mass media; better teaching/learning environment; effective training and adequate provisions for post-literacy and continuing education programmes.

Population by Sex and Age Groups

The explosive increase in population in India is a matter of concern to educational planners It has increased from 439 million in 1961 to 685 million in 1981. Thus India's population is now four times that of Europe. The female population has increased from 212.9 million in 1961 to 330 million in 1981. Total population is projected at 837 million (including 405.9 million females) in 1991 and 986 million (including 479.6 million females) in 2001 AD, i.e. an increase of 125 per cent over the population of 1961, which may be seen in the table below.

Table 15. Population by sex and age group - 1961 - 2001

Population	1961	1971	1981	1991	2001
Total	439.234,771	548,160,000	685,159,000	837,249,400	986,098,600
Female	212,941,570	264,110,376	330,774,700	405,947,700	479,644,800
Female (per cent)	48.48	48.18	48.27	48.48	48.64
0-14 years old					
Total	-	230,335,000	272,000,200	297,749,000	307,162,700
Female	-	111,426,000	131,678,700	144,964,600	149,556,300
15 years and over					
Total	-	317,825,000	413,158,800	539,500,400	678,935,900
Female	-	152,684,376	199,096,000	260,983,100	330,088,500

Source: Report of the Expert Committee on Population Education (1988).

The total population of India according to census data of the Registrar General of India increased from 439.2 million in 1961 to 548.1 million in 1971 and to 685.2 in 1981. The factors for rapid increase of population are the high birth rate and higher survival rate due to the increase in health facilities. It is estimated that the population will increase at a slightly lower pace in 1991 and at a still lower pace in 2001 AD because of adoption of family planning measures for which constant efforts are being made by the Ministry of Health and Family Welfare. The birth rate will further decrease and the growth rate, which is 2.1 per cent now, may drop further. It is estimated that total population in 1991 will be about 833 million and 986 million in 2001 AD.

Table 16. Number of illiterates by sex 1961-2001 (in million)

Illiterates	1961	1971	1981	1991	2001
Total	325.80	376.24	424.25	416.00	296.00
Male	144.71	167.12	182.64	166.00	89.00
Female	181.08	209.11	241.61	250.00	207.20

Table 17. Literacy rate by sex (1961-2001)

Literacy Rate (%)	1961	1971	1981	1991	2001
Total	23.95	29.48	36.23	50.29	70.00
Male	34.37	39.52	46.89	61.51	82.42
Female	12.90	18.70	24.82	38.41	56.80

From the above tables it can be noticed that although literacy rate has increased from 23.95 in 1961 to 36.23 in 1981, the number of total illiterates has increased from 325.79 million in 1961 to 423.25 million in 1981 giving an increase of 98.46 million illiterates. This phenomenon has occurred due to rapid increase in population in these three decades.

It is estimated that the total number of illiterates will decrease to 416 million in 1991 and 296 million in 2001 AD. Consequently, the literacy rate may rise to 50.29 per cent in 1991 and 70 per cent by the year 2001 AD due to the efforts of the Government to provide Education for All , the details of which have been dealt with in the ensuing study. It is estimated that the female literacy rate will increase from 24.82 in 1981 to 38.41 per cent in 1991 and 56.80 per cent in 2001 AD.

Literacy Programmes 1960-1987

The Education Commission (1964-66) recommended the according of high priority to education for the eradication of illiteracy. It recommended that adult education should be promoted both through the 'selective' as well as 'mass approach' and stressed active involvement of teachers and students and wider use of mass media. The Commission further stated that, in a world of science and technology, the main objective of education should be to relate to the life, needs and aspirations of the people in order to become a powerful instrument of socioeconomic and political change. For this purpose, education should be developed to increase national productivity, social and national integration; accelerating the process of modernization and cultivating in students, social, moral and spiritual values.

On the basis of the recommendations of the Education Commission Report (1964-1966), the National Policy on Education was released by the Government of India in 1968. This policy marked a significant step in the history of education in India. It aimed to promote national progress, a sense of common citizenship and culture and to strengthen national integration. It laid stress on the need for radical reconstruction of the education system and gave much greater attention to science and technology, cultivation of modern values and a closer relationship between education and the life of the people. Under the guidelines of this Policy more than 90 per cent of the population was provided schooling facilities within the reach of one kilometre.

In accordance with the recommendations of the Education Commission (1964-66), different programmes of adult education were started by the Central and the State Governments. Some significant programmes are described on the following page:

Farmers' Functional Literacy Project. This project was initiated as a part of green revolution with an objective of making farmers functionally literate in high yielding cultivation areas so that they may better utilize the extension services in agriculture. Three components of the programme were: functional literacy, farmers' training and radio programme for farmers. It was a joint venture of the Ministry of Education, Ministry of Information & Broadcasting and the Ministry of Agriculture. The long term objective was to establish one project in each district (about 400), but up until 1977 only 140 projects could be started. This programme had to be discontinued due to the small coverage areas and dispersed nature of the adult education centres, absence of post-literacy and follow-up arrangements and lack of financial support from the funding agency.

Workers' Education. This programme, which is still in operation, seeks to give specific job orientation education and information to the workers about skills and their development. In 1967 one Polyvalent Centre was established in Bombay. Now there are 36 such centres in India called Shramik Vidyapeeth (SVP).

Non-formal Education Programme for Youth. This programme was started in 1975 with the objective of providing non-formal education to youth as may be relevant to their environment. It aimed at increasing the functional skills of the learners with a view to making them economically more productive and socially more useful citizens. On an experimental basis one project in each of 100 districts was tried. This programme also suffered because the financial allocation worked out for its implementation remained below its requirements. The arrangements for supervision, monitoring and evaluation were deficient.

National Adult Education Programme (1978).

The history of adult education before 1978 shows that many literacy drives have been organized on a local basis. The campaigns were too limited in scale to achieve a significant advance and generate enthusiasm for further efforts. They also tended to be sporadic and uncoordinated. They were often launched hastily without sufficiently awakening public interest or stimulating the desire to learn and without adequate provision being made for the follow-up programmes. It is, therefore, not surprising that the results did not match the expectations.

Though the percentage of literacy had risen from 16.6 in 1951 to 24.02 in 1961, India was less literate in 1961 than it had been in 1951. It had 20 million more illiterates in 1961 than in 1951. This happened despite a very large scale expansion of primary education and despite many literacy drives under social education programmes. A faster growth of population had pushed the country further behind in its attempt to reach universal literacy. Illiteracy as a mass phenomenon blocks economic and social progress, effects economic productivity, population control, national integration, security and improvement in health and sanitation.

Keeping this in view, the Education Commission (1964-66) recommended that every possible effort should be made to eradicate illiteracy from the country, as early as possible. (Report of Education Commission 1964-66, p.425). On the basis of the recommendation of the Education Commission (1964-66) and National Policy on Education (1968) a massive

programme of adult education for removal of illiteracy from the 15-35 age group, called the National Adult Education Programme, was devised by the Government of India and launched on 2nd October, 1978. The target of this programme was to educate 100 million adults within a timeframe of five years.

The Policy Statement on Adult Education contained in the National Policy on Education (1968) provides the guidelines for the planning of this programme. Adult Education should emphasize imparting of literacy to persons belonging to the economically and socially deprived sections of society. Many amongst them have grown up in a culturally rich environment where learning has been through spoken words transmitted from generation to generation. The Adult Education Programme must respond to their cultural and intellectual level and build upon the innate artistic perceptions and skill in crafts. However, motivation for sustained participation in Literacy and Follow-up Programmes is an issue which needs to be faced. In this context, stress should be laid on learning rather than teaching, on use of the spoken language in literacy programmes and on harnessing the mass media and cultural environment. Motivation also depends on an awareness among the participants that they can transform their destinies and that the adult education programmes will lead to advancement of their functional capacity for the realization of this objective. Moreover, a literacy programme unrelated to the working and living conditions of the learners, to the challenges of the environment and developmental needs of the country cannot secure the active participation of the learners nor can it be an instrument of development and progress. Adult Education, therefore, while emphasizing acquisition of literacy skills should also be:

- Related to the environment and learners' needs.
- Flexible regarding duration, time, location, instructional arrangement etc.
- Diversified in regard to curriculum, teaching and learning materials and methods.
- Systematic in all aspects of organization.

The objectives of the National Adult Education Programme were not merely to impart literacy in the conventional sense, but also to provide learners with skills for self directed learning, leading to a self reliant and active role in their own development and in the development of their environment. It aimed at equipping the illiterate with the capacity and capability to exercise more control over his or her own destiny and environment.

Literacy, functionality and social awareness were conceived as three components of this programme. Literacy means functional acquisition of reading, writing and arithmetic. Functionality means the acquisition of knowledge, information and skills and the ability to utilize and apply them in day to day life. Social awareness refers to knowing, understanding and taking action on issues that affect the individual, community and society so as to improve the situation and quality of life.

At the national level, the Ministry of Education and Culture, with technical support from the Directorate of Adult Education (DAE), was concerned with policy formulation, planning, issue of guidelines, and provision of finance to different schemes. The Ministry's activities included assisting voluntary organizations, monitoring and evaluation, preparation of prototype teaching/learning materials, training of adult education functionaries, involving Universities, Colleges and other organizations in the programme, promoting international collaboration, implementing the special projects financed by international

organizations and ensuring that the programmes are properly implemented by the State Governments. DAE was also working as a National Resource Centre.

Under this programme, implementation at field level was the responsibility of the states through project implementation, which was established at the Development Block level. The State Governments implemented the programme through the State Directorate of Adult Education. In some of the states there were State Adult Education Boards/Committees to coordinate the Adult Education Programme with other development programmes being implemented. Local bodies and voluntary organizations were also involved for wider coverage. The functioning of adult education at project level was supervised by District Adult Education Officers and officers of the State Adult Education Department. Monitoring and Evaluation were initially done at project level and reports were forwarded to the DAE through District and State levels.

State Resource Centres, established under the State Government, Universities or leading voluntary organizations were established in 17 states to provide academic and technical support to the State Governments in the preparation of teaching/learning materials, training of AE functionaries, monitoring and evaluation, etc.

The target of the programme was the education of 100 million illiterate persons, i.e. the coverage of 15 million illiterates in the first three years, i.e. by 1981 and 85 million in the subsequent three years i.e. by 1984.

Programme Implementation

The National Adult Education Programme (NAEP) was implemented through the following projects:

Rural Functional Literacy Project. This is a major centrally sponsored scheme started in 1978 for rural areas. The 144 Farmers' Functional Literacy Projects and 60 Non-formal Education Projects were merged into it. The number of projects throughout the country at present is 513, each having up to a maximum number of 300 adult education centres.

State Adult Education Programme. An important development in implementation of the programme is greater involvement of the State Governments than before to ensure that the programme reaches the educationally backward regions, securing the participation of women and scheduled caste and scheduled tribe communities.

Adult Education through Voluntary Agencies. To ensure greater participation of voluntary agencies, the Central Scheme of Assistance to Voluntary Agencies working in the field was revived in April 1982. Under this Scheme, registered societies are allocated projects for functional literacy and post-literacy and are allowed to run the projects in a compact area.

Involvement of Youth. The University Grants Commission also decided to actively involve Universities and Colleges all over the country in the Adult Education Programme in two phases, i.e. the first period ending in 1985 and the second in 1990.

Similarly, Nehru Yuvak Kendra (Nehru Youth Centres) have also undertaken the Adult Education Programme in their respective areas. Other Agencies, like Integrated Child

Development Scheme (I.C.D.S.), and Shramik Vidyapeeths were also undertaking Adult Education activities but these have now been discontinued.

The progress of enrolment under the above mentioned programmes can be seen in the following table.

Table 18. Programme Enrolment March 1981 to March 1987

Programme	March 1981	March 1982	March 1983	March 1984	March 1985	March 1986	March 1987
Rural Functional	1,301,019	1,566,886	2,184,306	2,508,793	3,247,781	3,463,855	3,865,227
Literacy Project							
State Adult	1,156,678	1,419,571	1,023,853	2,263,918	2,473,016	2,730,328	3,491,412
Education Programme							
Voluntary Agencies	31,283	1,308	90,480	204,240	249,121	267,261	502,397
Nehru Yuvak Kendras	46,317	36,486	41,360	31,804	26,040	938	-
U.G.C.	31,791	37,484	56,094	40,102	174,099	184,852	179,670
M.P.F.L.	-	-	-	-	-	-	1,115,845
Others	23,636	37,265	60,852	97,083	4,972	6,139	4,897
C.B.W.E.	-	-	-	-	10,753	-	-
Grand Total	2,590,724	3,099,000	4,356,945	5,148,150	6,185,782	6,653,373	8,159,348

An appraisal of the adult education programme up to 1987 mentioned in the previous pages indicates that 36.15 million persons were enrolled in the adult education centres from 1981 to 1987. No figure is available for the number of participants successfully completing the programme, but on the basis of the previous trends it is estimated that 45 per cent of the enrolled learners would have attained literacy. So the level of attainment of this programme in respect of eradication of illiteracy is not considered to be very significant. The factors responsible for failure of this programme are: inadequate motivation among the learners; deficiency in the training of functionaries; insufficient emphasis on post-literacy programme; poor supervision of the ABC; inadequate community support; and financial constraints. Consequently, increase of literacy rate in India both in males and females has not been appreciable, as is evident in the following table I.3:

Table 19. Literacy Rate (Percentage)

Year	Persons	Male	Female
1951	16.67	24.35	7.93
1961	24.02	34.44	12.95
1971	29.45	39.45	18.69
1981	36.23	46.89	24.82

The following table shows the coverage target of the adult education programme during 1987-88 and the target achieved in the states of India.

Performance during 1987-88 under AEP

S.No.	State/UT	Targets					ENROLMENT (31.3.88) (figures in Lakhs)									
		Total	Male	Female	SC	ST	Total	%	Male	%	Female	%	SC	%	ST	%
1.	2.	3.	4.	5.	6.	7.	8.	9.	10.	11.	12.	13.	14.	15.	16.	17.
1.	Andhra Pradesh	4.32	2.48	1.34	1.30	0.43	3.68	95.19	2.11	85.17	1.57	85.2	1.05	81.2	0.56	129.5
2.	Assam	4.00	1.93	2.07	0.50	0.77	3.68	92.03	1.77	91.61	1.91	92.4	0.42	83.0	0.78	101.3
3.	Bihar	12.00	6.00	6.00	4.60	2.40	9.74	91.13	5.45	90.89	4.28	71.4	2.02	43.9	1.20	50.5
4.	Sujarat	4.16	3.22	1.39	0.84	1.45	4.22	91.53	2.10	65.10	2.12	152.8	0.67	79.4	1.38	94.5
5.	Haryana	2.37	1.77	0.60	-	-	2.13	89.85	0.53	29.96	1.60	266.6	0.51	-	-	-
6.	Himachal Pradesh	0.46	0.13	0.33	0.14	0.05	0.47	102.52	0.15	115.82	0.32	97.3	0.15	13.7	0.04	77.9
7.	Jammu & Kashmir	0.85	0.27	0.58	0.33	-	0.31	36.40	0.10	38.06	0.21	35.6	0.07	22.0	-	-
8.	Karnataka	3.84	1.78	2.06	1.70	0.23	3.15	82.14	1.55	86.95	1.60	78.0	1.20	65.9	0.13	80.4
9.	Kerala	0.50	0.20	0.30	0.14	0.03	0.43	86.52	0.16	78.28	0.27	92.3	0.16	114.3	0.04	132.7
10.	Madhya Pradesh	8.85	4.49	4.36	1.70	3.03	8.60	97.15	4.23	94.28	4.35	100.1	1.76	103.7	2.81	92.8
11.	Maharashtra	8.43	2.99	5.44	1.90	1.65	8.41	99.77	3.11	104.16	5.30	97.4	2.02	106.2	1.50	90.7
12.	Manipur	0.84	0.43	0.41	0.02	0.39	0.64	76.20	0.27	63.20	0.37	89.8	0.02	111.5	0.33	84.8
13	Meghalaya	0.42	0.25	0.17	-	0.42	0.09	20.78	0.05	21.67	0.04	4.3	-	-	0.09	20.8
14.	Nagaland	0.20	0.09	0.11	-	0.20	0.21	107.15	0.11	120.00	0.01	96.6	-	-	0.21	107.2
15.	Crissa	2.55	1.37	1.18	0.47	1.03	2.27	89.06	1.13	82.50	1.14	96.7	0.45	96.3	0.74	71.3
16.	Punjab	1.45	0.28	1.17	0.60	-	1.31	90.19	0.22	77.96	1.07	93.1	0.57	94.3	-	-
17.	Rajasthan	4.41	2.46	1.95	1.20	0.79	4.12	93.44	2.28	92.89	1.84	94.2	0.94	78.1	0.74	93.6
18.	Sikkim	0.15	0.08	0.07	0.004	0.02	0.03	22.73	0.02	24.07	0.01	20.5	0.02	453.1	0.004	29.1
19.	Tamil Nadu	10.00	2.40	7.60	4.30	0.14	9.74	97.41	2.64	109.97	7.00	93.4	4.03	93.9	0.14	96.7
20.	Tripura	0.86	0.47	0.39	0.19	0.30	0.47	55.41	0.24	51.55	0.23	60.6	0.12	63.6	0.11	37.2
21.	Uttar Pradesh	10.73	4.73	6.00	4.25	-	9.83	91.65	4.37	92.36	5.46	91.1	3.86	90.9	0.13	-
22.	West Bengal	3.80	3.35	2.45	2.55	0.65	5.07	87.35	2.94	87.74	2.13	86.8	2.02	79.0	0.59	90.3
23.	A & N Islands	0.02	0.01	0.01	-	0.01	0.05	214.17	0.02	199.55	0.03	225.5	-	-	0.01	128.5
24.	Arunachal Pradesh	0.15	0.09	0.06	-	0.15	0.32	211.26	0.18	194.68	0.14	236.1	-	-	0.32	211.0
25.	Shandigarh	0.06	0.03	0.03	0.01	-	0.06	97.22	0.02	76.44	0.04	112.6	0.02	132.0	-	-
26.	D & N Haveli	0.04	0.01	0.03	0.001	0.04	0.05	100.00	0.02	166.88	0.03	59.5	0.005	71.43	0.04	100.6
27.	Delhi	1.00	0.21	0.79	0.32	-	0.95	95.55	0.13	59.93	0.83	15.1	0.42	13.6	-	-
28	Goa,Daman & Diu	0.10	0.04	0.06	-	-	0.02	19.60	0.006	15.03	0.01	22.5	0.001	-	-	-
29.	Lakshadweep	0.01	0.006	0.004	-	-	0.008	77.30	0.002	25.33	0.006	155.3	-	-	0.007	-
30.	Mizoran	0.06	0.03	0.03	-	0.06	0.11	178.97	0.05	184.59	0.06	173.9	-	-	8.11	179.0
31.	Pondicherry	0.15	0.06	0.09	0.05	-	0.12	77.15	0.05	86.58	0.07	71.6	0.4	89.6	-	-
Total		89.23	41.66	47.57	27.11	14.24	30.29	89.97	36.02	86.46	44.27	93.1	22.48	82.9	12.04	84.5
In terms of overall %		100.00	46.68	53.32	30.08	15.95	100.00			44.86		55.14		23.0		15.0

The table shows a good enrolment of learners both male and female, scheduled castes as well as scheduled tribes. But data on the number of learners successfully completing the literacy course are not available to assess the impact of the programme.

Continuing Education

The Education Commission (1964-1966) was the first to recommend the introduction of a systematic programme of continuing education designed to suit two different groups of people:

- Those who can join others to form groups for part-time study in educational institutions or ad hoc classes of instruction such as technical, vocational and agricultural education.
- Those who can study at home during such hours as they can find for this purpose but who require assistance to be delivered to them at their convenience.

Adult education, according to the Education Commission (1964-66), must be designed to serve a great variety of purposes and different groups which vary not only according to educational attainment but according to occupational interest, cultural aspiration and sensitivity to responsibility in public affairs.

The main function of the continuing education provided by the adult education programme: "... should be to equip an increasing number of workers with higher technical and vocational qualifications so that they can rise to a position of responsibility within the industry"(Education Commission Report: 1964-66). "Libraries will need reorientation in order to function as media of adult education. They will need to be stocked with reading material which will lead the neo-literate step by step from simple but interesting reading to more advanced books giving information of value to them (Ibid, p.436) ... wherever possible, libraries should have stocks of tape recorders, gramophone records and films and other useful aids... They should be dynamic and set out to educate and attract adults to use them". (Ibid, p.437).

On the advice of the National Board of Adult Education, the Union Government in 1979 appointed a Committee on Post-literacy and Follow-up Programmes under the Chairmanship of Shri JP Naik. This Committee observed and recommended that:

- In the past the Public Library System has mainly served the comparatively well off sections of the society and this trend will have to be effectively countered. Besides, persons belonging to scheduled castes and scheduled tribes and women suffer from handicaps in availing of post-literacy and follow-up services and special arrangements shall have to be made for them.
- Apart from "the reinforcement of literacy and numeracy skills" it recommended that "equal importance should be given to programmes of functional development and of reinforcing and concretizing awareness built during the regular phase."
- These programmes should be closely linked with various schemes of socioeconomic development.

- In addition to printed materials, emphasis must be laid on other available media like traditional and folk communication, sophisticated technological media-radio, television, films, slides and group discussions and other means of group actions-sports and games, village planning, social service activities for improving their environment.
- For the print media the committee recommended the preparation of suitable material for self-reliance of learners in literacy and numeracy and incentives to writers and publishers to create relevant material for this programme.

The Committee also recommended six operational models for continuing education of neo-literates:

- Model I: Village Continuing Education Centre.
- Model II: Continuing Education at AEC.
- Model III: Mobile Library and Continuing Education.
- Model IV: Diversification of existing village libraries.
- Model V: Need-based Continuing Education Courses.
- Model VI: Follow-up activities through students.

The central Government accepted the recommendations of the Committee in October 1979. It was decided that funds for post-literacy and follow-up programmes would be provided by the same source which had funding responsibility for the main programme. The three stages as accepted by the Government of India were:

I: A programme of about 300-350 hours spread over a year. It should include basic literacy, general education with emphasis on health and family planning, functional programmes relating to the learners' vocations and some familiarity with laws and policies affecting them.

II: A programme of about 150 hours spread over a year. It would be the stage of reinforcement of literacy skills and their use in daily life, as well as wider education including appreciation of science in relation to one's environment, elements of geography and history emphasizing India's great and composite culture.

III: A programme of approximately 100 hours spread over a year. The aim at this stage would be achievement of a reasonable degree of self-reliance in literacy and functionality and a better appreciation of the scope and value of science. This stage should also strengthen the ability to discuss important problems facing the individual, family and the community and to take organized action for their resolution.

In July 1982 State Governments were advised that all the projects which had completed the first stage of AEP should start the second stage of the programme. While choosing the models, the State Governments/UTs were required to ensure that the second stage (first phase of post-literacy programme) should not only impart literacy skills but also include wider education. The post-literacy stage was also to be used to contribute to improving vocational skills and initiating the learners in small industry and crafts, for example dairy, poultry, piggery projects etc.

Chapter 4

Policy and Planning — Eradication of Illiteracy

The policy of the Government of India as reflected in the National Policy on Education (1986) is the eradication of illiteracy, particularly in the 15-35 age group which accounts for about 100 million illiterates. The implementation strategy for the Adult Education Programme, presented in the Programme of Action prepared by the Ministry of Human Resource Development has the following main features:

1. Reorganization of the existing programmes to introduce flexibility and other measures for greater effectiveness.
2. Application of scientific and pedagogical research to improve the pace and environment of learning.
3. Establishing linkages between adult education and development programmes.
4. Adoption of a multi-dimensional programme of continuing education as an instrument assisting in the creation of a learning society.
5. Creation of a dynamic management structure to cope with the target envisaged.
6. Adoption of a distinct slant in favour of women's equality and scheduled caste/scheduled tribes. Implementation of appropriate measures in pursuance of this resolve.

The Programme of Action remarks that past programmes have suffered due to excessive dependence on administrative structures and lack of involvement of mass organizations, media and educational institutions and suggests the following measures:

- Seeking the active cooperation of political parties, mass organizations of workers, peasants, women, youth and students.
- Seeking effective support from mass media.
- Utilization of support from development departments.
- Involvement of district, tehsil and thana level administrative machinery to ensure their support for awareness oriented adult education programmes.

This plan has envisaged the restructuring and reorganization of the existing programmes of adult education, so as to make them more workable and effective and to enhance the involvement of voluntary agencies and social activist groups, enabling them to take responsibility for eradication of illiteracy in well-defined areas through field projects.

This plan has emphasized technical and pedagogical resource support in adult education with special emphasis on decentralization and employment of educational technology for quality improvement. The plan suggests the following specific measures:

- Concentration of greater attention on the preparation of good learning materials, teachers' guides and teaching/learning aids.
- Bringing about a qualitative improvement in those State Resource Centres which are not working satisfactorily.
- Establishment of DRU (District Resource Unit) entrusted with responsibility for basic literacy, continuing education and training of field level functionaries. DRU will also design and oversee the methods employed in evaluation of learners.

A significant proposal of the action plan on the National Education Policy (1986) is the establishment of a technical mission (National Literacy Mission) for eradication of illiteracy, to make scientific, technological and pedagogical inputs into the adult education programme to enable the process of literacy acquisition to be accelerated. The responsibilities of the technical mission (NLM) as suggested by the 'Plan of Action' are as follows:

1. Improving the physical environment, power supply and illumination at adult education centres.
2. Facilitating and expediting the production of material and learning aids.
3. Enriching the process of learning with audio visual material by enlarging the range of TV and radio broadcasts and by developing cheaper and sturdier equipment.
4. Reducing the time lag between pedagogical research and the assimilation of its results in the teaching-learning process.
5. Creating an interactive environment between the electronic teaching devices and the learners.

For rapid achievement of the goals set by the Policy on Education (1986), the 'Action Plan' has envisaged the restructuring of the management system to give decentralized functional autonomy to the institutions already existing or newly created for this purpose. It has also suggested reinforcement of the system of operational accountability, ensuring the effective participation of the functionaries, the beneficiaries and the community.

National Literacy Mission

Along the lines indicated by the Programme of Action on NPE (1986), the Government of India has created a National Literacy Mission with the objective of imparting functional literacy to adult illiterates in the age group 15-35 by 1995. It is one of the six National Technology Missions which seeks to mobilize and enlist the involvement and support of all sections of society to achieve its objective. It is a technological mission in as much as it seeks to harness and apply the findings of scientific and technological research for the benefit of the deprived sections of society and the areas which are crucial to the country's development.

The Mission was approved by the Government in January 1988 and a mass campaign for this mission was inaugurated by the Prime Minister of India on 5 May 1988. The target of the National Literacy Mission is to impart functional literacy to 80 million illiterate persons in the age group 15-35; 30 million by 1990 and an additional 50 million by 1995.

The following actions have been taken at the national level to make the Mission operational:

1. Construction of Ten Task Forces on different and important areas of NLM, finalization of their reports and initiation of follow-up actions.
2. Identification and selection of 40 Technology Demonstration Districts (20 well-endowed and 20 less-endowed) for experimentation of techno-pedagogy and Technology Demonstration, creation of a TD Mission Management System in these districts and other innovative programmes like Jana Shikshan Nilavam. The gains made in these districts will be replicated in other districts throughout the country in due course.
3. Identification of voluntary organizations for involvement in N.L.M.
4. Development of a new scheme to train youth motivators in collaboration with two agencies for development of manpower resources in adult education.
5. Reviews of schemes of the Rural Functional Literacy Project, strengthening of administrative structure of the State and district level, financial pattern of State Resource Centres, grant-in-aid to VAs and Evaluation of AE Programme by external evaluation agencies have been made and detailed guidelines have been circulated to all concerned.
6. Preparation of teaching-learning material in spoken languages.
7. Release of sanctions for establishment of 10,065 Jana Shikshan Nilayam during 1987-88.
8. Discussion of the strategies for involvement of Employers and Trade Unions, ex-servicemen, Prison Management and Railways have been made.

Education for Equality

The National Policy on Education (1986) lays special emphasis on the removal of disparities and the promotion of equality of educational opportunity by attending to the specific needs of those who have been denied equality so far, such as women, scheduled castes, scheduled

tribes and other educationally backward groups. For women's equality, the policy (NPE, Ministry of Human Resource Development, P.6.) states:

"Education will be used as an agent of basic changes in the status of women. ... The National Education System will play a positive, interventionist role in empowerment of women. The removal of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority."

For Education of Scheduled Castes, the Policy provides for constant macro-planning and verification to ensure that the rates of enrolment, retention and successful completion of the courses of the scheduled caste students do not fall at any stage.

For removal of disparities among scheduled tribes, the National Policy states that priority will be accorded to the opening of primary schools in tribal areas on a needs basis. Curricula will be devised in tribal languages at the initial stage. Anganwadis, non-formal and adult education centres will be opened on a priority basis in the areas predominantly inhabited by scheduled tribes.

Continuing Education

The National Policy on Education, highlighting the importance of continuing education in acquisition of permanent literacy, envisaged a vast programme of adult and continuing education, imparted through various channels including:

- Establishment of centres in rural areas for continuing education.
- Workers' education through the employers, trade unions and concerned agencies of the government.
- Post-secondary educational institutions.
- Wider provision of books, libraries and reading rooms.
- Use of radio and TV films as mass and group learning media.
- Creation of learners' groups and organizations.
- Programme of distance learning.
- Organizing assistance in self-learning and Organizing need and interest based vocational training programmes.

On the basis of the above recommendations, the Ministry of Human Resource Development has decided to establish each Jana Sikshan Nilayam (JSN) in a cluster of 4-5 villages (population of about 5,000). The target is to open 60,000 JSNs by 1990. These institutions will provide continuing education facilities to the neo-literates of all ages in their area and will be equipped with library, reading room and discussion centre. Short courses relating to health, agriculture, conservation of energy and recreation will be operated. Furthermore, continuing education facilities will also be provided by employers, trade unions, voluntary agencies, educational institutions, universities and non-formal programmes of vocational and technical education. The mass media will play a role in the promotion of continuing education.

There is also a need to establish more Shramik Vidyapeeths (SVPs). These centres cater to the continuing education needs of urban workers. Programmes are planned for a particular group of learners with a curriculum based on clearly identified learning requirements.

Courses offered are by design and nature flexible and adaptable to varying situations. There is a need to establish rural SVPs, at least one in each district initially.

Planning Process

At present, planning of adult education and universal primary education and their continuing education components is carried out independently by their respective bureaux in the Department of Education at the central and state levels. However, with the formation of the National Coordination Committee and State Coordination Committees of APPEAL, these plans will be integrated into a single plan of APPEAL.

The planning process starts from the lowest administrative unit, the district, where a committee representing education and development departments, the Panchavat Raj (Elected Local Body), and the non-government organizations (voluntary organizations) coordinates the preparation of the plan. The District plans are consolidated at State level and forwarded to the National Government for adoption and consolidation as a National Plan.

In view of the fact that India is a vast country having distinct socio-cultural and economic characteristics, a multi-faceted strategy is adopted, utilizing all approaches, namely: the 'decentralized approach' which is the basic characteristic of a democratic society; 'the diffusion approach', which helps in spreading the adult education centres, even to remote villages; the 'selective intensive approach' which helps to promote literacy linked to development programmes; and the 'mass approach' which aims at making educational facilities available to the masses. Each district prepares a plan of operation, keeping in view the magnitude of the problem and the predominance of priority groups. District plans are consolidated at the state level into State Plans which are consolidated at national level to create the National Plan.

Programming

The National Policy on Education (1986) identifies four groups as educationally disadvantaged and emphasizes the rectification of disparities and equalization of educational opportunity by attending to the specific needs of each of these groups as follows:

1. Education for Women's Equality. In order to neutralize the accumulated distortion of the past, the policy calls upon the national education system to play a positive interventionist role in the empowerment of women, removal of women's illiteracy and obstacles inhibiting their access to and retention in elementary education, by giving them overriding priority and providing special support to their programmes.

2. Education of the Scheduled Castes. There are certain castes in rural as well as urban areas whose education has been neglected by society. To bring them up to par with other sections of the society, the education system will have to adopt special measures and provide some incentives.

3. Education of Scheduled Tribes. There are some tribes in India which were cut off from the main stream of society. Their socio-cultural media differ accordingly. Special measures and provisions will have to be made for the education of these people in order to bring

them into the main stream of culture and civilization. Anganwadis, Non-formal and Adult Education Centres will have to be opened in their areas on a priority basis.

4. Other educationally backward sections and areas. Priority is also to be given to educationally backward sections of the society, particularly in the rural areas, remote and isolated areas in providing educational facilities.

The salient strategic features of the education of the above sections of the society are:

- Certain relaxation of the rules concerning the opening of adult education centres and the appointment of instructors.
- Opening of adult education centres and continuing education centres is given priority in their case.
- Special material based on the needs and requirements of these sections of society has been prepared.
- Voluntary Organizations working with the above groups are being given special encouragement to open centres and prepare micro-plans for eradication of illiteracy in compact areas.

Organizational Structure

At the highest level the Ministry of Human Resource Development, Department of Education is responsible for Adult Education, Universalization of Primary Education and Continuing Education. For coordination of the activities of APPEAL there is a National Coordination Committee for APPEAL representing the members from education (adult as well as primary education) and the development departments, the universities, the voluntary organizations and leading educationists in the country.

All the States and UTs in India have recently been asked to establish such committees at State level. At local level District National Literacy Mission Committees are being formed with the Deputy Commissioner or District Adult Education Officer as their leader to coordinate the activities of adult education. Formation of Committees at village level is also being encouraged.

The project approach has been adopted for administration and management of adult education. A Project may have a maximum of 300 centres under the charge of a Project Officer. Thirty adult education centres are supervised by one supervisor, and the number of supervisors is now being reduced to about 10 per project.

All the projects in a district are supervised by a District Adult Education Officer who is responsible to the adult education department of the State/UT. Implementation of the AE programme is the responsibility of the State Government.

Community Participation and Local Resource Mobilization

The mechanism for the process of community participation and local resource Mobilization for adult and continuing education comprises the following:

1. Coordination Committees at village, district, state and national level include community representatives to ensure local resource mobilization.

2. Voluntary Organizations are given central assistance to undertake the work of adult education, non-formal education and continuing education in a compact and contiguous area by the Dept. of Education, Ministry of HRD. Their applications for financial assistance are routed through the State Governments, SRCs or some other leading organization to the Department of Education, Ministry of Human Resource Development, Government of India/National Literacy Mission. The central grants-in-aid committee considers and sanctions their proposals. There were 301 such voluntary agencies during 1987-88 running 335 projects with about 23,000 centres. However, this committee has succeeded in mobilizing about 500 voluntary organizations for involvement in NLM. Detailed guidelines have been issued to all State Governments and State Resource Centres to extend their helping hand to voluntary agencies for preparation of area operational plans and to expeditiously process their applications within a minimum time. The Central Scheme of Grant-in-aid for voluntary organizations has been considerably simplified and liberalized so that these agencies may play an effective role in the process of Education for All. Some of the voluntary agencies such as the Indian Adult Education Association have a broad based structure and have their activities in different states. There are others which carry out their activities in small areas consisting of a district or a cluster of a few villages only. The organizational patterns of these voluntary organizations differ considerably from one another as they relate to the areas of operation and the type of activities handled and resources available.

3. Mass Programme for Functional Literacy: With the adoption of the 'Mass' approach by the NLM, a challenge has been thrown out to the youth, the women's organizations, the Universities and Colleges and their teachers and students (MSS and NCC) for eradication of illiteracy through the 'each one teach one' method. Efforts are being made to increase coverage from 2 lakh student volunteers in 1987 to 5 lakh by 1990. Similarly, employers and trade unions, ex-servicemen, and welfare organizations are being approached for inputs in favour of the National Literacy Mission and its various programmes.

4. Mass media such as radio, TV and folk art/drama are also being mobilized for this purpose.

Technical Resource Support

There is a three tier system for the provision of resource support to adult education. At the national level, academic and technical resource support for adult and continuing education are provided by the National Directorate of Adult Education. At the state level, there are State Resource Centres which provide academic and technical support to the Adult Education Programmes in the states. At district level, District Resource Units will provide academic and technical resource support to adult education. About 100 DRUs have been

sanctioned so far. They are in the process of being set up. The different areas of Resource Support are:

Curriculum and Material

Technical support in this field includes preparation of standard learning material in print and non-print media. Characteristics of standard learning material are that it should create sustained motivation among learners, increase instructors' effectiveness and enable learners to retain and use literacy. Learning material includes primers, charts, numeracy books, workbooks, teaching aids, evaluation sheets for basic literacy for different clientele, literacy kits for Mass Programme for Functional Literacy Post-literacy and follow-up material like games, books, journals, newspapers etc. Essential requirements of standard material are that it is: related to the needs and interest of the learner; undertaken on the basis of research and studies and interaction with specialists; prepared with the application of relevant technology and expertise; and develop with field testing and continuous monitoring.

Teaching, motivational and training materials also include slides, film strips, films, audio cassettes and video cassettes. Recently, the States/UTs have been asked to identify spoken languages in respect of large groups of people for production of teaching-learning material in consultation with the Central Institute of Indian Languages, Mysore. A spoken language will be the medium of instruction at the initial level. However, at the appropriate stage instruction will switch to use of the Regional Language. This is a major thrust towards improved enrolment of adult learners belonging to the various distinct communities.

Training of Adult Education Functionaries

Training of adult education functionaries has also been decentralized at state and local levels. The Directorate of Adult Education/National Institute of Adult Education (NIAE) is responsible for the training of the key level functionaries at national, state, State Resource Centre and District Adult Education Officer level. SRCs in the states are responsible for the training of the project level functionaries, i.e. Project Officers, Supervisors. Training of the Instructors is the responsibility of non-governmental organizations with desirable involvement of State Resource Centres and development organizations. The National Directorate of Adult Education has developed a manual on the participatory training process, entitled 'Learning for Participation'. All State Governments/UTs have been requested by the Director General NLM to initiate steps to identify the backlog in training of different levels of AE functionaries and to strengthen the training programme through the participatory process.

The National Directorate of Adult Education itself has taken the initiative of conducting training programmes for senior and middle level adult education functionaries such as District Adult Education Officers, State Resource Centre Officials, officials of State Directorates of Adult Education and organizers of voluntary organizations. The voluntary organizations and other organizations involved in Mass Programme for Functional Literacy conduct programmes of training for their own functionaries at their own level by involving the State Resource Centres and State Directorates of Adult Education.

The National Literacy Mission recently established to eradicate illiteracy in India in the age group 15-35 has suggested a new Resource Unit at district level called the 'District Resource Unit'. Above all, this unit will be responsible for training of adult and non-formal

education functionaries at district level. It will also provide resources to voluntary organizations and other development departments in the district.

Supervision and Evaluation

At the base level the supervision and learner evaluation is carried out by a Supervisor, who is the in charge of 30 adult education centres which now under the National Literacy Mission are being reduced to 8 or 10 centres per Supervisor in addition to supervision of JSN. Above the Supervisor there is a Project Officer who is in charge of 100-300 adult education centres. At this level the supervision and learner evaluation is done by the Project Officer. Over the Project Officer, there is a District Adult Education officer who is in charge of all the projects in the district. Above the district level supervision is done by the State authorities and coordination at the national level is done by the DAE/NIAE and the National Coordination Committee on APPEAL.

Innovations

The Directorate of Adult Education/NIAE is an associate founder member of APEID and has undertaken the following innovative activities in the field of adult education:

- Preparation of special material on the specific health problems of mother and child care to be used in the ongoing programme of adult education. The material is predominantly visual and has been prepared with UNICEF assistance.
- Provision of child play material to selected women's adult education centres with UNICEF assistance so that the women accompanying the children may concentrate on their studies.
- Undertaking of income generating projects for women.
- Preparation of continuing education material.
- Undertaking of UNFPA project on population education with the objective of integrating population education into the adult education programme.
- Use of non-print and folk media for motivation of adults.

Mass Media and Folk Media

Mass media as well as folk media play a dominant role in the learning process. A study conducted by Aggarwal and Binod on experimental methods found that folk media proved a source of general information both to male and female illiterates, especially in the smaller village area. However, its effectiveness in disseminating information on health, nutrition, family planning and political information was greater amongst females than males (Aggarwal and Binod "SITE, Social Evaluation: Results, Experiences and Implications", Space Application Centre, Ahmedabad, 1981). The Programme of Action in NPE (1986) has rightly emphasized the involvement of mass media and folk media as powerful instruments for motivation and distance learning.

Under directions from the Programme of Action, the National Directorate of Adult Education/NIAE has undertaken production of a number of documentary, animation and video films and radio/TV spots. At the time of writing 60 educational films have been made.

Recently the Director General of NLM has taken several steps to accelerate the process of mass media communication. The Director General, Doordarshan, the Director General of All India Radio and the Secretary, Ministry of Broadcasting have been requested to give wide publicity to various aspects of NLM through radio/TV spots, stories, plays, features etc. They in turn have issued instructions to the State Directors, All India Radio (AIR) and Doordarshan to broadcast success stories and other programmes of NLM. All States/UTs have been requested to harness the folk culture and traditions of their States to help spread the message of literacy and to identify creative thinkers, writers, artists, playwrights who can write stories, features, plays etc. on NLM and contribute on a regular basis to newspapers, AIR and Doordarshan.

Financial Resources

The National Literacy Mission has produced the following financial estimates for its 1987-90 programmes.

Table 21. Financial Estimates

Project expenditure (1987-1990)	(Rs. in crore)
Field Programme	325
Voluntary Agencies	50
Mass Programme through students and other volunteers	10
Continuing Education	110
Management and media support	25
Direct costs for R&D	30
Total	550
Central Share	340
State Share	210

In the above estimates, it can be seen that the field programme cost is highest, at 325 crore followed by the cost of continuing education which is estimated as 110 crore. Out of the total expenditure of 550 crore, 340 crore will be borne by the Central Government and 210 crore by the State Governments. Voluntary Organizations are given a grant of 75 per cent of their programme cost by the Central Government. They raise funds from other sources to meet their remaining costs.

Monitoring and Evaluation

The present monitoring system is based on the reports (initial, monthly and periodical) obtained by the Supervisors from the Adult Education Centres. These reports are consolidated at project level, district level and state level and are finally forwarded to the National Directorate of Adult Education/NIAE. Feedback is provided to AECs from national, state, district and project level. In response to the evaluation studies conducted by the outside agencies, the National Literacy Mission has taken many steps to improve the system of monitoring and evaluation so as to ensure the reliable and steady flow of

information needed for improvement in management and programme conduct at all levels. The revised procedure will function as follows:

- Data pertaining to learners enrolled at adult education centres will be obtained by the Supervisor and summaries will be forwarded to the Project Officer, who will further transmit it to District level where it will be entered into the computer.
- District level computers will summarize this grassroot level data for onward transmission to computers at state and national levels.
- The forms and procedures for obtaining the data will be revised to increase precision and reliability.
- The revised monitoring and evaluation system will be implemented in a phased manner starting with 40 technology demonstration districts in 1988 followed by detailed system studies. In Phase II (1989) experience gained from the Technology Demonstration Districts will be combined with the findings of the detailed system studies to draw up computerization plan for the whole country. State level computerization will start at this stage. Computerization on a nation-wide scale will be introduced in Phase III (1990).
- Impact studies will be undertaken by Institutions of Social Science Research, universities and voluntary organizations to assess the results of the Mission and the extent to which the specific objectives are achieved.

Expansion of Adult Education Programme

There will be 150 million illiterates in the age group 15-54 in 1991, 135 million residing in rural areas and 15 million residing in the urban areas. This is comprised of 57 million males and 93 million females. Well considered, well organized and massively expanded strategies for expansion of educational facilities for these adults will have to be adopted. These strategies should give priority to opening adult education centres for women and girls, scheduled castes and scheduled tribes and other disadvantaged sections of the society. Moreover, Adult Education Centres will have to be provided in rural areas, especially the inaccessible areas. This can be achieved through:

- Reducing the period of imparting literacy and follow-up to 8 months' duration and thereby instructing 3 batches of learners in 2 years instead of the 2 batches presently covered in a 2 year period.
- Expanding the operation period of National Literacy Mission to 2000 AD instead of the present date of 1995.
- Adopting a selective approach for opening Adult Education Centres. The new centres should only be opened in the priority areas.
- Restricting the opening of new AECs in urban areas and for males unless they are essentially required.
- Centres which have achieved their goal may be carefully shifted to other areas deficient in literacy, leaving the residual task to Jana Shikshan Nilayam.
- Expansion of centres over and above the figures envisaged in NLM will not be required. Even the decreased number of centres can serve the purpose for achieving the goals of APPEAL.

- The finances saved by adopting the above measures may be used for consolidation and better functioning of the existing centres and establishing linkages between adult education and development programmes.
- Utilizing the cooperative efforts of mass organizations of workers, farmers, women's organizations, local bodies, productive establishments, youth and the students.
- Seeking effective support from mass media.
- Identifying dedicated voluntary agencies and strengthening their capacities and capabilities.

Resource Support

- Concentration of greater attention on the preparation of teaching-learning material (print and non-print) in spoken languages and training of functionaries in the methods adopted in the material.
- Concentration of greater attention on training of all functionaries.
- Establishment of District Resource Units is a good innovation. These may be established as early as possible.
- Prioritisation of Action Research and Educational Innovations for strengthening Resource Support.

Strategies in Planning and Organization

- Strategies envisaged in the National Literacy Mission for Planning and Organization of the whole programme and for restructuring the existing Institutions are considered to be well thought out and can be adopted on a massive scale.
- The significant feature of NLM i.e. the 'Mass Approach' may be widely adopted and, if necessary, supported by enactment of a law binding certain establishments to make their illiterate employees literate in a stipulated period.
- Another significant feature of NLM, i.e. application of the techno-pedagogic inputs into the adult education programme, will be of immense help to the programme as a whole.

Continuing Education

- Establishment of Jana Shikshan Nilayams is recommended to prevent neo-literates relapsing into illiteracy.
- Establishment of rural Shramik Vidyapeeths should be considered..

Chapter 5

Diagnostic and Planning Model for APPEAL

Universal Primary Education

The statistical tables given in this study are inadequate to analyse further prospects in terms of projections and implications and for developing a diagnostic and planning model for UPE. The reasons are as follows:

- The National Policy on Education has the objective of achieving UPE by 1990 and UEE by 1995 while APPEAL envisages covering all age groups by the year 2000.
- The objective of UPE is not merely universal enrolment of children but ensuring that they complete their education and attain the minimum levels of learning.
- The objectives rest on population projections, as these UPE figures are projected presuming that family planning initiatives will achieve their targets and are optimistic and, therefore, not entirely reliable projections.
- In the absence of age-specific and class-specific data on unenrolled and drop-out children, it is not possible to exactly quantify the magnitude of the problem.

Going by the above facts it would, perhaps, be more logical if the future course of action is based on the various strategies begun under the NPE instead of merely forecasting a specific date by which UPE is expected to be achieved. However, a rough estimate of the magnitude of the task involved could be based on the available statistics.

The following position emerges on the basis of the figures available, but this suffers form two drawbacks, namely:

1. It assumes that past trends will continue in the future.
2. It does not take into account the impact of the measures being taken under the new Policy on Education (1986) to achieve the goal of UPE within the stipulated time.

Table 22. Net enrolment ratio - Age group 6-14

Classes I-VIII		1990	2000
1. Population (6-14 years) (in lakhs)	Total	1517.67	1629.66
	Girls	738.69	792.55
2. Gross enrolment (in lakhs)	Total	1310.99	1853.56
	Girls	524.19	789.12
3. Gross enrolment ratios	Total	86.38	113.73
	Girls	70.96	99.52
4. (a) Net enrolment (As per 4th All India Educational Survey)	Total	1193.90	1658.08
	Girls	480.50	707.18
(b) Net enrolment ratios	Total	78.67	101.74
	Girls	65.04	89.18
5. (a) Net enrolment (Gradual decrease of overage and underage children)	Total	1214.56	1727.07
	Girls	488.21	736.09
(b) Net enrolment ratios	Total	80.02	105.98
	Girls	66.09	92.82
6. Out of school children (a) (As per 4tn Educational Survey)	Total	323.77	85.78
	Girls	258.19	85.78
(b) Gradual decrease of overage and underage children	Total	303.11	56.86
	Girls	250.48	56.86
7. Dropout rates	Total	67.20	61.60
	Girls	73.20	67.80
8. Annual drop-outs	Total	172.11	178.20
	Girls	80.51	88.62

The above table indicates that even if we go by net enrolment ratios the target is within reach before 2000. Whatever shortfall remains in girls' enrolment could be covered under the reorganized and expanded programme of non-formal education. So far as dropout rates are concerned, they have been projected on the basis of figures of 1970-71 and 1981-82, and are not strictly reliable as they do not take into account the impact of various strategies introduced under the NPE, for example: Operation Blackboard; Non-formal Education; improved methods of teacher training; decentralized planning; reorganization of management at various levels; special emphasis on involvement of girls; SCs and STs and other poorer/weaker sections; various incentives to boost involvement; improvement of physical facilities in schools; finalizing teaching-learning material etc. The impact of these will be felt after a couple of years and it is expected that although the phenomenon of drop-outs may not be wiped out completely, their numbers could be reduced to the minimum.

Major Strategies/Programmes

As already mentioned, the new education policy sets for itself the target of achieving UPE by 1995. The following are the major strategies/programmes introduced to achieve the goal within the stipulated time:

1. Operation Blackboard; or a phased drive to effect an improvement in physical facilities in all primary schools in the country.
2. A revised and expanded programme of Non-Formal Education, to provide education of a quality comparable to that of the formal schools, to school dropouts, children from habitations without schools, working children and girls who cannot attend whole day schools.
3. Universal provision of facilities with State Governments undertaking detailed school-mapping exercises to ensure that all habitations with a population of 300 (200 in the case of tribal, hilly and desert areas) are provided a primary school within the duration of the Seventh Plan.
4. Micro-planning, or a family-wise and child-wise design of action to ensure that every child regularly attends school or non-formal education centres, and completes at least 5 years of schooling or its equivalent at the NFE centre.
5. Teacher improvement, through training and continuous education.
6. A phased time-bound programme of elementary education for girls up to the primary stage by 1990, up to the elementary stage by 1995, and a phased time-bound programme of adult education for women in the age-group 15-35, increasing women's access to vocational, technical and professional education involving the reorganization of educational activities to ensure women's equality.
7. Enrolment of Scheduled Caste/Scheduled Tribe children, ensuring their retention leading to satisfactory completion of education and focussing on their educational development so as to bring them to a level equal to that of non-SC/ST population.
8. Incentives for very poor families to send their children to school.
9. Reorganization and improvement of management of education by setting up of state Advisory Boards of Education on the lines of CABE, District Boards of Education and school complexes.
10. Pre-eminence to peoples' involvement including association of non-governmental agencies and voluntary organizations, parents, developmental agencies, employers, professionally competent teachers and representatives of financing bodies with educational process at all levels.
11. Articulation of a national system of education with a common structure and common core components, development of child-centred learning strategies and activity-oriented teaching methods, examination reform and introduction of comprehensive and continuous evaluation to improve the teaching-learning process.

12. Use of educational technology and modern communication technologies to increase awareness, motivation and participation in the development of education.

13. Financial outlay for education to be increased to 6 per cent of the national income from the Eighth Five-Year Plan onwards.

The main sources of data for the study were statistical reports published by the Department of Education, data contained in the Plan documents and data brought out in the Educational Surveys carried out by the NCERT. Population data concerning total population in the age group 6-11 and 11-14 was taken from publications of the Registrar General.

So far as the data on enrolment is concerned, the enrolment in class I-V and VI-VIII give the total enrolment of all children irrespective of their age. The gross enrolment ratios are derived by taking the ratios of these enrolments to the total population in the age groups 6-11 and 11-14 respectively.

Since the enrolment in classes I-V includes not only children in the age group 6-11, but also children below 6 years and above 11 years of age, the proportion of these children outside the age group 6-11 is very large. Similarly, enrolment in classes VI-VIII includes children below 11 years and above 14 years.

In the absence of any estimates on the quantum of these overage and underage children, the study took the percentages of 24 in classes I-V and 34 in classes VI-VIII as pointed out by the Fourth All India Educational Survey conducted by the NCERT in 1978 to calculate the net enrolments in different years.

It is felt that the percentages of over and under age children will come down if the renewed momentum being gained through the new policy is maintained. Accordingly, one more scenario has been developed using the following percentages of over-age and under-age children in different periods.

Table 23. Overage and under-age children (percentage)

Year	Classes I - V	Classes VI - VIII
1976	24	34
1981	24	34
1986	24	34
1990	18	28
2000	12	22

As regards gross enrolments in classes I-V, VI-VIII and in grade I after 1986, the respective growth rates observed during 1971-86 for boys and girls have been used to project the figures. Net enrolments were calculated by subtracting the overage and underage children from the respective gross enrolments and net enrolment ratios were calculated by dividing these enrolment ratios by the corresponding number of children in the respective age groups. Accordingly, the number of out-of-school children was calculated by subtracting net enrolments from the total population in the respective age groups.

As far as the drop-out rates are concerned, the figures for 1990 and 2000 were estimated on the basis of drop-outs for the years 1970-71 and 1981-82. The quantum of annual drop-outs was computed by multiplying the figures of drop-outs by gross enrolments in grade-I in the respective years.

The policies being adopted by the Department under the purview of the New Education Policy have been used as a basis for the analysis after 1986 rather than the figures of net enrolments, drop-outs and out-of-school children, as the impact of the new policies will not be known for some time.

Adult Education

As already mentioned, the statistical information provided earlier in this study has not been found sufficient to analyse future prospects in terms of projections and implications or to develop a 'Diagnostic' and Planning Model for Adult Education. The reasons for this are:

- Although under a single National Coordination Committee, Adult Education and Universal Primary Education are under the charge of separate bureaux.
- The National Literacy Mission has a different target to that put forward by APPEAL. NLM envisages the eradication of illiteracy in the age group 15-35 only by 1995 while APPEAL envisages the coverage of all age groups (excluding 0-5) by 2000 AD.

Therefore, it is felt that the following tables should be incorporated in the study.

Table 24. Distribution of Illiterate Population by Age Group, Sex and Rural/Urban Areas (in Millions)

Year		Illiterate		
		Persons	*Male*	*Female*
1981 (Estimated)	Persons	195.0	78.8	116.2
		(55.3)	(43.8)	(68.4)
	Urban	24.6	9.5	15.1
		(29.3)	(20.6)	(39.8)
	Rural	170.4	69.3	101.1
		(55.3)	(50.8)	(76.6)
1991 (Projected)	Persons	150.0	57.0	93.0
		(33.0)	(24.3)	(42.2)
	Urban	15.0	5.0	10.0
		(12.6)	(7.7)	(18.4)
	Rural	135.0	52.6	83.0
		(40.2)	(30.5)	(50.0)
2000 (Projected)	Persons	37.0	14.5	22.5
		(6.5)	(5.0)	(8.2)
	Urban	4.0	1.5	2.5
		(2.4)	(1.7)	(3.3)
	Rural	33.0	13.0	20.0
		(8.2)	(6.3)	(10.1)

Note: Per cent to population is given in brackets.

Source: UNESCO Regional Office for Education in Asia and the Pacific - Literacy Situation in Asia / Bangkok, 1984 Country Studies - India, P. 150

Table 25. NLM's Target in View of the Number of Illiterates 1981 (in millions)

		Illiterates in 15 - 35 age group in 1981			Target of N.L.M. is to make 40 million illiterate persons literate (operation period 1987-90)		
		Persons	*Male*	*Female*	*Persons*	*Male*	*Female*
1981 (Estimated)	Persons	110.0	41.0	69.0	40.0	14.92	25.08
		(100.0)	(37.7)	(62.7)	(100.0)	(37.3)	(62.7)
	Urban	16.0	6.0	10.0	5.80	0.80	5.0
		(14.5)	(5.4)	(9.1)	(14.5)	(5.4)	(9.1)
	Rural	94.0	35.0	59.0	34.20	14.12	20.08
		(85.5)	(31.9)	(53.6)	(85.5)	(31.9)	(53.6)

Note: Percentage to population is given in brackets. Calculated on the basis of percentage of the NLM
Source: Ministry of Human Resource Development: Govt. of India: National Literacy Mission, 1988 P. 16

Illiterate Persons 1981 and the Target of NLM 1988-90

In 1981, it was estimated that the number of illiterate persons in the age group 15-54 was 195.0 million in the urban areas and 170.4 million in the rural areas out of which 110 million are estimated to be in the age group 15-35 - 16.0 million living in urban areas and 94.0 million in the rural areas.

The target of NLM is to cover 40 million illiterates during the last four years of the decade i.e. during 1987-90 - 5.80 million illiterates calculated to be in urban areas and 34.20 million in rural areas.

Male Population

In 1981, it was estimated that the number of male illiterates in the age group 15-54 was 78.8 million, 9.5 million in urban areas and 58.8 million in rural areas, out of which 41.0 million males are estimated to be in the age group 15-35 - 6.0 million residing in the urban areas and 35.0 million in the rural areas.

The target of NLM is to cover 14.92 million male illiterates during the last four years of the decade i.e. during 1987-90; 0.80 million residing in urban areas and 14.12 million residing in the rural areas.

Female Population

In 1981, it was estimated that the number of female illiterates in the age group 15-54 was 116.2 million - 15.1 million residing in urban areas and 101.1 million residing in the rural areas.

The target of NLM is to cover 25.08 million female illiterates during 1987-90 - 5.0 million residing in urban areas and 20.08 million residing in the rural areas. The following table highlights the number of illiterate adults (15-54 age group) and the target of NLM:

Table 26. NLM's Target (1991-1995) in View of the Number of Illiterates 1991 (in millions)

		Illiterates in 15 - 54 age group			Target of NLM to make 40 million illiterate persons literate in the age group 15-35 (operation period 1991-95)		
		Persons	*Male*	*Female*	*Persons*	*Male*	*Female*
1991 (Projected)	Persons	150.00	57.0	93.0	40.0	15.2	24.8
		(33.0)	(24.3)	(42.2)	(33.3)	(24.3)	(42.2)
	Urban	15.0	5.0	10.0	4.0	1.33	2.67
		(12.6)	(7.7)	(18.4)	(12.6)	(7.7)	(18.4)
	Rural	135.0	52.0	83.0	36.0	13.87	22.13
		(40.2)	(30.6)	(50.0)	(40.2)	(30.6)	(50.0)

Note: Percentage to population is given in brackets. Calculated on the basis of percentage of projected population.

It is projected that there will be 150 million adult illiterates in the age group 15-54 - 15.0 million of them in urban areas. The NLM will be taking care of only 40 million illiterates, 4 million in urban areas and another 36 million in rural areas.

There will be 57 million male illiterates in the age group 15-54; 5 million residing in urban areas and 52 million in the rural areas. The NLM will be taking care of 15.2 million illiterates; 1.33 million in the urban areas and 13.87 million in the rural areas.

There will be 93 million female illiterates in the age group 15-54; 10 million in urban areas and 83 million in rural areas. The NLM will be taking care of only 24.80 million; 2.67 million in urban areas and 22.13 million in the rural areas.

The Magnitude of Illiteracy (1991)

On the basis of the comparative study of the projected illiterate population in 1991 and the target set by NLM (Table-III), the number of persons who will still be left illiterate is shown in Table IV.

Table 27. Estimater Number of Illiterates in 1995 (in millions)

	Persons	Male	Female
Persons	110.0	41.80	68.20
Male	11.0	3.67	7.33
Female	99.0	38.13	60.87

The magnitude of the problem of illiteracy in India as indicated in Table 27 is such that even if we proceed with the speed envisaged in NLM i.e. making 40 million people literate over a five year period, we can reach the goal of universal adult literacy only by the end of the first decade of the 21st century or even later. APPEAL has set the target as 2000 AD, so there is a need to prepare a workable diagnostic and planning model without greatly disturbing the significant features of NLM. The history of adult education bears testimony to the fact that adult education has suffered many times on account of frequent changes in planning and programming.

The second factor in preparation of a workable planning model is financial resources. India, being a developing country, cannot bear the burden of a heavy investment unless it is provided by some international agency on a long term basis. Moreover, NLM has been prepared on the basis of thoughtful investigations and discussions about the implication of techno-pedagogical inputs into the programme of Adult Education. Much of the spade work has been done and the country is ready to accept it not only as a 'Mass Programme' but also as a challenge to wipe out the stigma of illiteracy. So the diagnostic planning model described below is not a substitute for the NLM planning model but, rather, an attempt to enlarge its scope to serve the goals of APPEAL.

Planning for Coverage of all Illiterates by 2000 AD

The National Literacy Mission envisaged the coverage of 80 million illiterates by 1995 - 40 million adult illiterates by 1990 and an additional 40 million by 1995 in the age group 15-35 through the following programmes.

(in millions)

	1987-90	1990-95	Total
1. R.F.L.P.	7.70	10.00	17.70
2. SAEP	8.30	10.00	18.30
3. Voluntary Agencies	2.50	5.00	7.50
4. NYKs	1.38	4.00	5.38
5. ICDS	4.00	9.00	13.00
6. Universities & Colleges	1.50	2.00	3.50
7. a. Mass Programme of Functional Literacy (students & volunteers)	1.72	2.00	3.72
b. Other educated Volunteers	1.16	2.00	3.16
8. Employers & Trade Unions SVPs	1.80	6.00	7.80
	30.06	50.00	80.06

Strategies for Higher Coverage of Adult Illiterates

The planning for coverage of illiterates up to 1990 need not be altered. Meanwhile, extensive measures will have to be taken to achieve higher coverage from 1991 to 2000. Obviously the term of NLM will have to be extended to 2000 AD. The following measures are suggested for the achievement of coverage from 1991 to 2000 AD:

a. Designing of condensed courses on the basis of Rapid Literacy techniques of 6 months duration followed by 2 months of post-literacy (6+2 months course instead of the present 12 months) to enable three batches of learners to be processed in two years instead of the two presently possible.

b. Enactment, if necessary, of a law binding all establishments (Government or Non-Government) to eradicate illiteracy amongst their employees, whether substantive or casual, within a desirable time, calculated according to the number of illiterates in the establishment

Persons in the age group 15-35 are covered by the adult education programme at present. It should be extended to the age group 15-40 for the operational years 1991-95 and to the age group 15 and above in the succeeding operational years so as to achieve the goals of APPEAL for eradication of illiteracy in all age groups.

The capabilities and capacities of State Resource Centres, Voluntary Organizations and other organizations may have to be increased through extensive training, not only of the field workers but also of the office bearers. Extensive measures will have to be taken for the Mass Programme of Functional Literacy.

The International Literacy Year (1990) will have to be regarded as a preparatory period devoted to the provision of resources, personnel, material and finances etc. in order to achieve the target of APPEAL. The following proposed diagnostic model gives an overview of future strategies for achieving the target of eradication of illiteracy among adults, priority areas, implementation involvement and implementation strategies for achieving the goal.

Diagnostic Model for Adult Education

Literacy Target	
1987-90 covenng 40 million adults in the age group 15 - 35	1991-2000 AD covering 150 adults in the age group 15 - 54

Priority to

Literacy in deficient States	Women and girls	Scheduled Castes Scheduled Tribes	Other weaker Sections and areas

Implementation Involvement

Govt. agencies RFLP GAEP projects Contg. Edu. by JSN	Voluntary Orgns. Nos. 300 - 500 in 1987 - 90 Nos. 1000 from 1991 - 2000	Nehru Yuvek Kendra - AE Centres	I.C.D. by Intergrating ICD Prog. with AE - the WILL	Universities and Colleges - AECs	Mass AE Prog. through SS. Non-NSS and other volunteers	Employers, Trade Unions, SVPs

Implementation Strategies

Review and restructuring the existing progs.	Increased motivation	People's participation thro' media communication and participatory strategies	Launching Mass movement	Providing Standard Learning Material	Supplementing the prog. by *Techno-pedagogical inputs *Technology Demonstration *Action Research	Establishing Effective Management system	Institutionalizing continuing education	Effective monitoring and evaluation

The Target and Agencies Involvement

The target of covering 40 million illiterate adults from 1987 to 1990 through the involvement of various agencies is set out in the following table:

Table 28. Coverage of Adult Illiterates by Agency (age group 15-35) 1987-90

(Centres in thousands and coverage in millions)

S. No.	Name of agency	Maximum no. of centres	Coverage of persons
1.	Rural Functional Literacy Projects - Central Govt.	135	9.70
2.	State Adult Education Projects - State Govts.	150	10.30
3.	Voluntary Agencies centrally sponsored	60	4.20
4.	Nehru Yuvak Kendras	33	1.46
5.	I.C.D.S. - WILL	120	5.80
6.	Universities & Colleges	30	1.90
7.a.	Mass Programme for Functional Literacy through NSS & Non-NSS & NCC volunteers	-	2.10
b.	Other educated volunteers including military personnel & individuals	-	1.56
8.	Employers, Trade Unions & SVPs	50	3.00
			40.02

Note: Estimated on the basis of NLM M/o IIRD, GOI 1988, App. II

The target for the years 1991-2000 to cover 150 million illiterate adults (age-group 15-54) annually in AE Centres and through the involvement of various agencies is given in the following table.

Table 29. Coverage of Adult Illiterates by Agency (age group 15-54) 1991-2000

(Centres in thousands and coverage in millions)

Annual Target

S. No. Name of agency	No. of centres	Coverage of persons
1. Rural Functional Literacy Projects - centrally sponsored	130	3.90
2. State Adult Education Projects - State ovts.	140	4.20
3. Voluntary agencies - centrally sponsors	60	1.80
4. Nehru Yuvak Kendras	20	0.60
5. I.C.D. - WILL	80	2.40
6. Universities & Colleges	20	0.60
7. Mass Programme for Functional Literacy		
a. NSS & Non-NSS & NCC volunteers	-	0.70
b. Other educated volunteers	-	0.60
8. Employers, Trade Unions & SVPs	33.3	1.00
		15.80

Note: Annual target is 15.80 million. Coverage from 1991 until 2000 (ten years) is 158.0 million, covering all the illiterates in the age group 15-54 by 2000 AD.

Appendix

The study is concerned with: the analysis of progress towards achieving the goal of universalization of elementary education; review of policy and plan of the Government of India; and highlighting the strategies to achieve UPE by the year 2000.

The main sources of data for the study were statistical reports published by the Department of Education, data contained in the Plan documents and data brought out in the Educational Surveys carried out by the NCERT. Population data concerning total population in the age group 6-11 and 11-14 was taken from publications of the Registrar General.

So far as the data on enrolment is concerned, the enrolment in class I-V and VI-VIII give the total enrolment of all children irrespective of their age. The gross enrolment ratios are derived by taking the ratios of these enrolments to the total population in the age groups 6-11 and 11-14 respectively.

Since the enrolment in classes I-V includes not only children in the age group 6-11, but also children below 6 years and above 11 years of age, the proportion of these children outside the age group 6-11 is very large. Similarly, enrolment in classes VI-VIII includes children below 11 years and above 14 years.

In the absence of any estimates on the quantum of these overage and underage children, the study took the percentages of 24 in classes I-V and 34 in classes VI-VIII as pointed out by the Fourth All India Educational Survey conducted by the NCERT in 1978 to calculate the net enrolments in different years.

It is felt that the percentages of over and under age children will come down if the renewed momentum being gained through the new policy is maintained. Accordingly, one more scenario has been developed using the percentages of over-age and under-age children in different periods as illustrated in table 23.

As regards gross enrolments in classes I-V, VI-VIII and in grade I after 1986, the respective growth rates observed during 1971-86 for boys and girls have been used to project the figures. Net enrolments were calculated by subtracting the overage and underage children from the respective gross enrolments and net enrolment ratios were calculated by dividing these enrolment ratios by the corresponding number of children in the respective age groups. Accordingly, the number of out-of-school children was calculated by subtracting net enrolments from the total population in the respective age groups.

For the drop-out rates the figures for 1990 and 2000 were estimated on the basis of drop-outs for the years 1970-71 and 1981-82. The quantum of annual drop-outs was computed by multiplying the figures of drop-outs by gross enrolments in grade-I in the respective years.

The analysis after 1986 is based on the policies being adopted by the Department under the purview of the New Education Policy rather than the figures of net enrolments, drop-outs and out-of-school children, as the impact of the new policies will not be known for some time.

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