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# The Indian Non-Formal Education Programme.

An evaluation.

G.Mellbring, O.Österling, J.Persson.

TILLHÖR



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## FOREWORD

This report presents the findings of a Swedish team, visiting India 25th October - 11th November 1983, for consultations regarding the SIDA-supported Non-Formal Education Programme. The visit included field trips to two States, Andhra Pradesh and Uttar Pradesh, both in the process of implementing the Non-Formal Education Programme and belonging to the category of so-called educationally backward states.

The descriptive parts of the report rest on information obtained by the team from the Union Ministry of Education and Culture, the Departments of Education of Andhra Pradesh and Uttar Pradesh, the National Council for Educational Research and Training (NCERT), and the State Trading Corporation. The qualitative aspects are partly derived from the same sources, partly from impressions received during visits to Non-Formal Education Centres (8 in Andhra Pradesh and 8 in Uttar Pradesh) and from discussions with educational staff engaged at different levels in the implementation of the NFE Programme. The views expressed in the report are those held by the members of the Swedish Team and do not necessarily represent SIDA's opinions and values.

Proper editing is a constant problem for writers of mission reports. Readers are asked to bear with the authors if - or rather when - repetition of facts, misprints, and other errors occur.

The tight mission itinerary had not been possible to follow had it not been for the support provided by the Government of India and the State Governments. We are particularly grateful to Mr Ranganayakulu, Joint Director (Non-Formal Education), Government of Andhra Pradesh, and Mr I S Gaur, Additional Director of Education, Government of Uttar Pradesh, who participated in the field visits in their respective states and shared their knowledge and views willingly and with patience with the inquisitive Swedish team members. Similarly, thanks should be extended to Mr M Laxminarayana, Deputy Secretary and Mr Shivpaul Singh, Education Officer of the Union Ministry of Education and Culture, who participated in the visits to Andhra Pradesh and Uttar Pradesh respectively and contributed extensively to the consultation.

Gunnel Mellbring, Olle Österling, Jörgen Persson

## GLOSSARY

|        |  |
|--------|--|
| CAPE   | Comprehensive Access to Primary Education                  |
| CRC    | Central Resource Centre                                    |
| GOI    | Government of India  |
| IFY    | Indian Fiscal Year   |
| ITTC   | In-Service Teacher Training Centre                         |
| MLC    | Minimum Learning Continuum                                 |
| NCERT  | National Council for Educational Research and Training     |
| NCTE   | National Council for Teacher Education                     |
| NFE    | Non-Formal Education                                       |
| PECR   | Primary Education Curriculum Renewal                       |
| RDRC   | Regional Decentralised Resource Centre                     |
| SCERT  | State Council for Educational Research and Training        |
| SIDA   | Swedish International Development Authority                |
| STC    | State Trading Corporation                                  |
| TTI    | Teacher Training Institute                                 |
| UEE    | Universal Elementary Education                             |
| UNICEF | United Nations (International) Children's (Emergency) Fund |
| UT     | Union Territory  |

1 ELEMENTARY EDUCATION IN INDIA

## 1.1 THE PROBLEM

Despite a network of over 650 000 schools and colleges, the employment of over 3 million teachers, and an annual budget of the order of Rs 30 billion, it has not been possible so far for the educational system in India to achieve the goal of education of all children up to the age of 14 years as enshrined in the Directive Principles of the Constitution. The total enrolment in elementary education has quadrupled in thirty years, increasing from 22 million in Grade I - VIII in 1950-51 to 90 million in 1979-80. Nevertheless, for every three children enrolled in primary and middle schools, one other eligible child is left behind. Over 75 per cent of the non-enrolled children are confined to nine States, the so-called Educationally Backward States (Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh, West Bengal).

It is the children belonging to socially disadvantaged groups, such as the economically poor, Scheduled and Backward Castes, and Scheduled Tribes, who are on the periphery of or outside the school system. 38 per cent of the Scheduled Caste children (20 per cent of the boys and 56 per cent of the girls) and 56 per cent of the Scheduled Tribe children (49 per cent of the boys and 70 per cent of the girls) are yet to receive elementary education. As revealed in the Fourth Educational Survey (1978), the non-availability of schools is not the major constraint in this regard. Instead, socio-economic compulsions in the families together with not-too-relevant curricular programmes and a lack of essential facilities in the schools are the important factors behind the slow progress. Existing facilities for elementary education are also not optimally utilized: overaged and underaged children account for 20 per cent of the enrolment, and nearly 64 per cent of the children, who are enrolled in Grade I, drop out before completing Grade V. This represents poor resource utilization and educational inefficiency, not to mention the long-term loss of socio-economic opportunities to the individual child and his/her family.

## 1.2 THE APPROACH: UNIVERSALIZATION OF ELEMENTARY EDUCATION AS SEEN IN THE PERSPECTIVE OF THE OBJECTIVES AND TARGETS OF THE SIXTH FIVE-YEAR PLAN 1980-85

Article 45 of the Indian Constitution formulated the desired goal of educational development of the masses in the following words: "The State shall endeavour to provide within a period of ten years from the commencement of this constitution for free and compulsory education to all children until they complete the age of 14 years." This ambitious commitment for universal elementary education has not materialized. Efforts continue to be made, however, and the Sixth Plan 1980-1985 assigns high priority to the programme of the Universalization of Elementary Education. The approach in the Sixth Plan for all the states, which are yet to universalize the primary education, is to reach Universalization of Primary Education (Grades I-V) up to the age of 11 years, in 1985, and in the case of other states, to substantially

increase the enrolment of children up to 14 years at the Middle Stage (Grades VI-VIII).

Universalization of elementary education is attempted through (1) intensified use of existing facilities including the adjustment of schooling hours according to local conditions, (2) provision of new facilities which would be economically viable and educationally relevant, and (3) promotion of a non-formal system of learning. The programmes for non-formal learning are organized and oriented towards specific target groups. They are decentralized in regard to their contents, course duration, place and hours of learning and pattern of instructions. However, there is always a basic minimum package of inputs, identified by the public educational authorities, which has correspondence to the formal system of education. In both the formal and non-formal systems, the emphasis is on the retention of pupils and effective service to the children. Efforts are expected to be made by the State Governments to introduce measures to eliminate wastage and reduce drop-out rates in elementary education.

As part of the efforts to retain children and promote the internal efficiency of the system as well as to achieve equalization of educational opportunities, measures for improvement in the quality of education have become very important. The curriculum is developed to impart necessary levels of literacy, numeracy, comprehension, and functional skills related to local socio-economic factors and environmental needs. It would suit flexible models with provision of diversification and dexterous balance between common basic goals and varying methodology.

Taking the proposals for Primary and Middle Stages together, the enrolment in full time elementary education during 1980-1985 is projected below (N.b: figures for 1979/80 have been revised since the preparation of the Plan on basis of the results of the 1981 census):

| Age Group<br>Classes | Total Enrolment (Million) |                     | Additional<br>enrolment | Percentage of population<br>in the age-group |                     |
|----------------------|---------------------------|---------------------|-------------------------|--|---------------------|
|                      | 1979-80                   | 1984-85<br>(Target) |                         | 1979-80                                      | 1984-85<br>(Target) |
| (1)                  | (2)                       | (3)                 | (4)                     | (5)  |                     |
| <b>6-11/I-V</b>      |                           |                     |                         |  |                     |
| Boys                 | 43.8                      | 48.5                | 4.7                     | 98.1   | 108.1               |
| Girls                | 27.2                      | 34.2                | 7.0                     | 64.9   | 81.5                |
| Total                | 71.0                      | 82.7                | 11.7                    | 81.9   | 95.2                |
| <b>11-14/VI-VIII</b> |                           |                     |                         |  |                     |
| Boys                 | 13.0                      | 16.6                | 3.6                     | 50.1   | 63.1                |
| Girls                | 6.5                       | 9.2                 | 2.7                     | 26.0   | 36.8                |
| Total                | 19.5                      | 25.8                | 6.3                     | 38.4   | 50.3                |
| <b>6-14/I-VIII</b>   |                           |                     |                         |  |                     |
| Boys                 | 56.8                      | 65.1                | 8.3                     | 80.5   | 91.7                |
| Girls                | 33.7                      | 43.4                | 9.7                     | 50.4   | 65.0                |
| Total                | 90.5                      | 108.5               | 18.0                    | 65.8   | 78.8                |

Non-Formal Education Programmes have been implemented at a sizeable level only after 1980. The programmes now need to be further developed and expanded, in the light of experience gained in order to cover all those children who would require and benefit only by such modes of learning. There is no quantitative target for children to be enrolled in Non-Formal Education in the Sixth Five-Year Plan: "It would be unrealistic to lay down any specific target for this purpose, but it is expected that about 8 million children would be covered during the Sixth Plan."

### 1.3 GIRLS' ENROLMENT IN THE ELEMENTARY SCHOOL SYSTEM AS REFLECTED IN THE PLAN

The table in the previous chapter shows that in 1979-80, at the Elementary Stage (6-14 years), the non-enrolled girls constituted over 32 million, equal to 71 per cent of all non-enrolled children in the age group. If only primary level school children are considered, the difference in enrolment between boys and girls is even more striking. In 1979/80, the non-enrolled girls in the primary stage age groups (6-11) constituted approx 15 million against less than 1 million non-enrolled boys of the same age group. That is to say that approx 95 per cent of the non-enrolled children at the Primary Stage comprise girls.

In view of the above position, the Sixth Plan Programme for Universal Elementary Education has been oriented towards enrolment of girls. Various measures for increasing girls' enrolment through formal schools have been proposed, such as incentives to girls who allow themselves to be enrolled (free uniforms, attendance scholarships, school feeding programmes). Increasing the availability of qualified and trained female teachers in rural and backward areas is another such measure.

But much result cannot be expected from special measures for promoting formal schooling, mainly so for socio-economic reasons. Girls, particularly those belonging to the weaker sections, are required to do many jobs, including looking after their siblings while their parents are away at work or joining their parents in income-earning activities. Social mores also prevent the girls from joining co-educational schools. Such restrictions grow more important the older the girls are. Part-time education in centres run exclusively for girls and staffed, ideally, by female instructors and following a curriculum that is relevant to girls whose aspirations mostly are to be housewives and mothers becomes the ideal model for making education attractive to girls.

### 1.4 THE FUTURE: THE SEVENTH FIVE-YEAR PLAN 1985-1990

The Sixth Five-Year Plan will be concluded in March 1985 and a new plan, the Seventh, will be prepared for the five-year period beginning 1 April 1985. Bearing in mind the Government's stress on social development in the current Plan, particularly the uplift of the weaker sections, and in view of the presence of the Prime Minister's 20 Point Programme where Universalization of Elementary Education is one of the particular points there is all probability that education, including the non-formal stream, will remain an area of high

priority also in the 1985-1990 plan period. (Point 16 of the New 20 Point Programme of 14 January 1982 reads as follows: "Spread Universal Elementary Education for the age group 6-14 with special emphasis on girls and simultaneously, involve students and voluntary agencies in programmes for the removal of adult illiteracy.")

To initiate preparations for the sections of the Seventh Plan covering elementary education, a Working Group on Elementary Education was recently established by the Department of Education in New Delhi. The terms of reference of the working group are the following:

- 1) To take stock of the position in respect of this sector of education as is likely to be reached by the end of 1984-85 and to identify problem areas and suggest remedial measures.
- 2) To suggest a feasible perspective of development up to 2 000 AD particularly with a view to equalizing educational opportunities for all sections of the people and to enable the national education system to make its maximum contribution to the development of a modern society.
- 3) To specify in clear terms the objective of educational development programmes in relation to national development goals as well as to the inculcation of an appropriate value system, enrichment and propagation of the diverse Indian culture and the promotion of national integration.
- 4) To make recommendations regarding policies and programmes for ensuring the availability on an adequate scale of inputs, particularly suitable qualified teachers, functional buildings, scientific equipment, libraries etc in the concerned sector of education.
- 5) To examine in detail the several aspects of making education relevant to developmental needs and to enhance the employability of the educated with particular reference to the need to develop extensively usable skills among the people.
- 6) To take note of innovative measures and opportunities to improve the existing facilities and facilitate low-cost alternatives to achieve various specified goals and objectives of educational plans.
- 7) To recommend measures for effective institutional linkages between education on the one hand and rural development, environment, health, industry, and other developmental sectors on the other.
- 8) To explore the possibilities of introducing meaningfully long distance learning techniques, particularly the utilization of modern communication technology.
- 9) To assess ways and means of augmenting financial resources for educational development, including extended local community participation in financing educational development programmes.

10) To formulate proposals for the Seventh Five-Year Plan (1985-1990) in the light of the above perspective indicating priorities, policies, and financial costs.

2 THE NON-FORMAL EDUCATION PROGRAMME

## 2.1 BACKGROUND AND GENERAL OUTLINE

The Union Minister of Education announced, on 5 April 1977 in Parliament, that universal literacy would be attained in the country within a time-frame of not more than ten years. This objective had two main components, namely, universalization of elementary education for all children of the age-group 6-14 and removing illiteracy of the adults of the age-group 15-35. A Working Group on Universalization of Elementary Education was set up in September 1977 to prepare a feasible plan for universalizing elementary education. In its interim report, submitted in February 1978, it had been estimated that there were 45 million non-enrolled children who would require to be brought into the school system by 1982-1983 in order to reach the goal of universal elementary education. The figure can be compared with the total number of children enrolled in Grades I-VIII in 1977-78, which was 90 million. The feasible target by the end of 1982-1983 would be to enroll 32 million additional children.

A major policy decision recommended by the Working Group is that every child shall continue to learn in the age-group 6-14 on a full-time basis if possible and on a part-time basis if necessary. The hard core of non-enrolled children consists of children from the weaker sections of the community, including the scheduled castes and scheduled tribes, landless agricultural labourers and urban slum-dwellers. The majority of the non-enrolled children are not attracted towards the formal schools because of reasons which are predominantly socio-economic: boys and girls are required to help to augment the parental income and to help in household chores. The necessity is for providing non-formal schooling facilities according to the convenience of non-enrolled children in regard to places, timings, and in a manner in which such children would be in a position to have their schooling within a shorter time, simultaneously carrying on with their work required by their families.

Another weakness of the formal school system is that there is a very high drop-out rate at the elementary stage. Out of every 100 children that enter Grade I, only about 40 complete Grade V and only about 25 complete Grade VIII. To retain the enrolled children till the completion of Grade VIII, it is essential to provide non-formal education on a large scale for the drop-out children.

In view of the above, the Working Group recommended a target of covering 16 million non-enrolled children (or 50 per cent of the target for 1978-83) by non-formal education, comprising 12 million in the Primary Stage (Grades I-V) and 4 million in the Middle Stage (Grades VI-VIII). The other 16 million children to be additionally enrolled in 1978-83 should be covered by formal education.

The Working Group has identified nine educationally backward states in which the number of non-enrolled children are disproportionately large. Together these nine States have more than three fourths of the total number of non-enrolled

children in the country. The problem of universalization of elementary education is thus essentially a problem of these States.

The implementation of the NFE Programme is the responsibility of the States. The roles of the Central Government (Ministry of Education), the NCERT and the States are identified in the scheme as follows: "The role of the Ministry of Education at the Centre in this Programme would mainly be over-all administration of the scheme, keeping a watch over its implementation and utilization of funds, and coordination of the activities of this Programme. The Programme will be implemented by the Ministry through the NCERT at the Centre which shall provide the academic guidance and support, necessary to the State Department/Directorate of Education and the SCERT (State Council for Educational Research and Training)."

In supporting Non-Formal Education, the Union Ministry of Education has been operating the following two schemes under Central initiative and with Central financial inputs:

- 1) Grants to nine educationally backward States under the centrally sponsored sector scheme of Non-Formal Education for elementary age-group children with a total funding of Rs 250 million during 1980-85. The cost sharing ratio between the Centre and the respective State is 50:50.
- 2) Central commodity assistance to all States/Union Territories in the form of paper with a total Central Sector Plan outlay of Rs 280 million.

Owing to the fact that quite a few State Governments have experienced difficulties in raising their own resources for matching the Centre's share of Programme costs - a prerequisite for lifting the Centre's grant - the Programme has not gained the expected momentum. To rectify this and to make a special effort to enroll more girls in the Programme, a new Scheme was recently approved, providing for 90 per cent Central assistance to NFE Centres run exclusively for girls.

The commodity assistance scheme has been undertaken with financial assistance provided by Sweden through the Swedish International Development Authority (SIDA). A request for Swedish support to the scheme for starting NFE Centres for girls has been submitted.

## 2.2 CURRICULUM DEVELOPMENT

### 2.2.1 The CAPE Project

Within the frame of facts and policies mentioned above, the Government of India, through the NCERT and assisted by the UNICEF, launched the Comprehensive Access to Primary Education (CAPE) Project in 1979. The project assumes that the goal of Universal Elementary Education can be achieved through full-time as well as part-time schooling, providing for a convergence of formal and non-formal education. The beneficiaries of the Project are the out-of-school children belonging to the age-group 9-14 who had either never been to school or had dropped out without completing the primary

stage of education. Children in the age-group of 6-8 are not directly covered by the Project, mainly due to the fact that they are not considered mature enough to benefit from the non-formal education in its present shape, but also due to the fact that their inclusion could have an adverse effect on the effort for universal enrolment of children in the formal schools. As regards those youths who are above 14, adult education should cater to their needs.

The main objective, however, of the Project is not only to achieve literacy and numeracy, but also to improve the quality of life in villages by developing the competencies required for solving various problems faced by individuals and community. A separate curriculum, which totally deviates from the discipline-oriented curriculum of the formal school, is aimed at, keeping in view four major principles, namely relevance, flexibility, local specificity and socially useful productive work and social service.

The content of the curriculum is drawn from such real life situations which are meaningful and significant to the learners. It is not a uniform mass of information, but a collection of various learning episodes/learning experiences, problems and activities converted into self learning modules. A module is a self-contained and independent unit which focuses primarily upon a specific problem, episode, or experience existing in the learner's environment. These modules or learning episodes, which are built around development programmes and relevant to the learner's life and needs and which consist of content sometimes specific to one subject and sometimes related to several subjects, form the part of the curriculum.

The National Council of Educational Research and Training (NCERT), New Delhi, is the Central Resource Centre (CRC) with a permanent full time group which produces self-learning training packages for various categories of field functionaries. The CRC undertakes the task of processing, refining, and evaluating the curriculum materials, prepared at the State level, and monitors the quality aspects of the entire Programme. Further, the CRC collects and stores relevant information necessary for developing training and learning packages.

The State Institute of Education/State Council of Educational Research and Training (SCERT) is the Regional Decentralised Resource Centre (RDRC) and an extension of the CRC at the state level. It consists of a task force, the members of which are trained at the CRC and engaged in similar production-cum-training activities, such as training the Teacher Educators on the development and processing of learning packages, training the administrators, and rendering necessary on-the-job assistance at the Teacher Training Institutes.

Thus, the third-level Resource Centres (below the CRC and the RDRC's) are the Teacher Training Institutes (TTI). There the mass production-cum-training activities are carried out. Teacher Educators, specially trained for the task, train the student teachers in the development of self learning packages

with local relevance and in this process develop the curriculum for the teacher training. The student teachers undertake all the activities of this project in the TTI as a part of their training course as envisaged by the Teacher Education Curriculum Reform suggested by the National Council for Teacher Education (NCTE). The learning episodes are made the core design around which the teaching is practised. This mode of action is an important part of the NCTE recommendation which envisages teacher education to be functional and the teacher to be a practitioner and an agent of social change.

To summarize the impact of the CAPE project, its effects on three interplaying activities can be mentioned:

- the NFE-Programme per se, as regards contents and methodology,
- primary school curriculum development in general, and
- the TTI programme.

#### Examples from Andhra Pradesh

As an example of effects of CAPE on TTI's, the time distribution of the main TTI programme activities agreed upon in Andhra Pradesh in 1979 (the year of Project commencement) can be mentioned: Theory Courses 20 per cent, Content-cum-Methodology and Practice Teaching 60 per cent, working with Community 20 per cent. Pending the revision of the TTI's structure and course contents as per the NCTE recommendation it was also agreed:

- to allow the student teachers to give only 20 practice teaching lessons and in lieu of the remaining 12 lessons to develop and try out the learning episodes on out-of-school children,
- to allow the TTI's to set apart at least 7 hours a week for the new area of 'working with community' by reducing the time for theory papers, and
- to adopt the new curriculum pattern, suggested by NCTE as soon as possible.

During the year 1980-81, each student (out of approximately 1 800 totally) developed two so called capsules and during 1981-82 and 1982-83 each student developed one full module consisting of at least four capsules. After further revisions and refinement, out of the modules developed in 1981-82 the following ones have been approved and printed in editions of 3 000 copies.

1) Agriculture - Andhra Pradesh

If yield is less, the labour is lost  
How to increase the yield  
Increase the paddy output  
How does the paddy grow  
Remove the weeds and help the crop  
Eradicate the pests  
Leap forward in the green revolution  
Protection of paddy

2) Production of castors

Preparation of soil  
Measurements  
Eradication of pests  
Castor products

3) Growing of vegetables

Need for growing vegetables  
Favourable conditions for growing vegetables  
Selection of good seeds and process of germination  
Diseases: Prevention and cure

4) Eradication of malaria

What is malaria  
How to find out the intensity of fever  
The Thermometre - Construction and types  
Testing the blood  
How malaria spreads  
How to cure malaria  
Eradicate mosquitoes and get rid of malaria

5) Use of moulds in clay work

Using moulds in the making of bricks  
How many bricks are needed for construction  
Tile-making with moulds  
Making of pipes with moulds  
Use of moulds in making toys

6) Where there are forests, there is wealth

No rains without forests  
A tree for a house - A forest for the village  
Let us grow trees to increase our income  
Green gold is necessary for all  
Forest products and their use

7) Cultivate the habit of saving

Save to-day for the sake of to-morrow  
Learn percentages to calculate interest  
What is the simple interest on your savings  
Know about the savings schemes

8) Superstitions about the diseases

Colera in the village  
 Is leprosy the result of sin  
 Rajamma is overpowered by devil

Eight more Modules (Let us grow jute; Let us prepare mango juice; Protection of eyes; Growth of mulberry trees; Multiplication of silk worms; Problems of over-population; Development of roads; Problems of pure water supply) are to be printed after certain necessary alterations.

Besides the module material listed above the following NFE text-books have been produced and printed in Andhra Pradesh. The table give titles, stages (the NFE programme corresponding to Grade I-V is divided in four half-year stages numbered I-IV) and the number of copies.

| Title                                      | Stage | No of copies |
|--|-------|--------------|
| <u>Student Modules</u>                     |       |              |
| Telugu Reader (Rural children)             | I     | 300 000      |
| Telugu Reader (Urban children)             | I     | 50 000       |
| Telugu Reader (Tribal children)            | I     | 50 000       |
| Arithmetic                                 | I     | 400 000      |
| Telugu Reader                              | II    | 300 000      |
| Arithmetic                                 | II    | 200 000      |
| Problem Areas                              | II    | 300 000      |
| Telugu Reader                              | III   | 150 000      |
| Problem Areas                              | III   | 150 000      |
| Telugu Reader                              | IV    | 100 000      |
| Problem Areas                              | IV    | 100 000      |
| <u>Teacher Modules</u>                     |       |              |
| Telugu Reader                              | II    | 15 000       |
| Arithmetic                                 | II    | 15 000       |
| Problem Areas                              | II    | 15 000       |
| Telugu Reader                              | III   | 5 000        |
| Arithmetic                                 | III   | 5 000        |
| Problem Areas                              | III   | 5 000        |
| Telugu Reader                              | IV    | 10 000       |
| Arithmetic                                 | IV    | 10 000       |
| Problem Areas                              | IV    | 10 000       |
| <u>Other Books</u>                         |       |              |
| Syllabi                                    |       | 35 000       |
| Training Manual                            |       | 35 000       |
| Formative Tests - for Stages I to IV       |       |              |
| Telugu                                     |       | 15 000       |
| Arithmetic                                 |       | 15 000       |
| Problem Areas                              |       | 15 000       |
| Terminal Competencies - for Stages I to IV |       |              |
| Telugu                                     |       | 15 000       |
| Problem Areas                              |       | 15 000       |
| Arithmetic                                 |       | 15 000       |
| Summative Tests - for Stage I to IV        |       |              |
| Telugu                                     |       | 15 000       |
| Problem Areas                              |       | 15 000       |
| Arithmetic                                 |       | 15 000       |

To broaden the description of the progress of the CAPE as given by the Andhra Pradesh figures above, the following corresponding figures from some other States/UT's are given below. They are compiled by the CAPE Group within the NCERT and are valid for the early 1983 situation.

| State/UT                                | Language(s)          | No of Modules | No of Capsules |
|---|----------------------|---------------|----------------|
| Andhra Pradesh                          | Telugu               | 16            | 72             |
| Assam                                   | Assamese             | 18            | 56             |
| Bihar                                   | Hindi                | 51            | 227            |
| Haryana                                 | Hindi                | 20            | 68             |
| Madhya Pradesh                          | Hindi                | 37            | 191            |
| Maharashtra                             | Marathi              | 15            | 70             |
| Meghalaya                               | Khasi/Garo           | 22            | 59             |
| Nagaland                                | Four Languages       | 6             | 30             |
| Punjab                                  | Punjabi              | 7             | 30             |
| Rajasthan                               | Hindi                | 13            | 89             |
| Tamil Nadu                              | Tamil                | 17            | 101            |
| Uttar Pradesh                           | Hindi                | 13            | 77             |
| Sikkim                                  | Bhutia/Lepcha/Nepali | 8             | 38             |
| Goa                                     | Kokani/Marathi       | 17            | 105            |
| Mizoram                                 | Mizo                 | 8             | 37             |
| Total from the States/Union Territories |                      | 268           | 1 250          |

Among other physical targets, which have been achieved at the national level, it should be noted that as on September 1983, 980 TTIs or In-Service Teacher Training Centres (ITTCs) were involved in the implementation process. Up to the same month about 150 team members of State Institutes of Education/State Councils of Educational Research and Training have been trained on the methodology of the developing and processing of learning episodes. Some 900 Principals of TTIs/ITTCs have been oriented as regards academic and administrative aspects. 5 800 Teacher Educators of TTIs and 1 200 In-Service Teachers have been trained on the methodology of developing learning episodes. 800 Teacher Educators of TTIs have been trained on the methodology of developing learning materials for learners, having low or no reading ability, and on the methodology of integrating competencies related to different subject areas and disciplines in the learning episodes. Nearly 2 000 Education Officers at the district and block levels have been oriented to the planning and management aspects of the project. Under the project, 13 States and two Union Territories have revised the Elementary Teacher Education Curricula as recommended by the National Council for Teacher Education (NCTE) and 13 States and two Union Territories have introduced the training-cum-production method in TTIs for the development and try-out of learning episodes.

As evidenced above, great strides have been made in implementing the CAPE Project. Naturally much more remains to be done, first of all the production of teaching material in longer series. Thereafter, in the concluding third phase of the Project, activities leading to the establishment of evaluation centres and accreditation services will be focused upon.

Finding a suitable evaluation/accreditation system is necessary in order to keeping the general states and quality of the NFE Programme and avoiding a dual school system where the NFE approach threatens to become a blind alley. At present, the only evaluation of a child's NFE achievements takes place when he or she appears for regular Grade V Examination which may have a retroactive, negative effect on the functionalization of the Programme.

In order to elucidate by an example, the following table on NFE students' Grade V Examination results in May 1982 is presented. It gives information on how many within the group of NFE students who registered for the examination and managed to pass.

|       | No<br>Reqd: | No<br>Appeared | No<br>Passed | Per Cent |
|-------|-------------|----------------|--------------|----------|
| Boys  | 32 431      | 28 104         | 24 564       | 87       |
| Girls | 16 837      | 14 685         | 14 685       | 89       |

### 2.2.2 The PECR Project

The need for more flexible curricula, related to the local background, is not restricted to NFE activities only. Thus the Government of India, with support from the UNICEF, initiated already in 1975-76 a project on Primary Education Curriculum Renewal (PECR) in 13 States and Union Territories. Starting in 30 selected schools in each of the originally selected States/UTs, the scope of the project has been expanded. It now encompasses the whole nation, except Arunachal Pradesh, and is in operation in approximately 2 500 schools. In these schools the total enrolment of children is more than 400 000 and the total number of teachers exceeds 11 000.

Among the characteristics of the Project, the one of developing Competence Based Curricula, i.e. curricula directed towards the attainment of certain essential competencies by the child, particularly deserves to be mentioned. After much deliberation and try-out, a list of competencies in Healthy Living, Artistic and Creative Expressions, Environmental Studies, Communication etc were identified. They were then reduced to the most essential ones (Minimum), to be learnt with mastery (Learning), and graded in a sequence (Continuum). The Minimum Learning Continuum (MLC) has been published and widely circulated. The MLC provides guidance to the curriculum framers and authors of instructional materials for the project schools. Some States like Rajasthan and Maharashtra have also used the MLC for reviewing and revising their syllabi for primary schools. Different States/UTs are experimenting with a variety of approaches to Primary Curriculum. Most of the States are developing subject-wise curricula, while some States and UTs are adopting the integrated approach. The MLC, however, provides a focal direction for the different approaches. It also represents a promising instrument for comparisons between formal and non-formal education and for getting those two approaches to Universal Elementary Education (UEE) closer to each other.

In an in-depth study of the implementation and impact of the PECR project, which was recently published by the NCERT, several positive effects are evidenced. When comparing a non-project school to a project school it was found, e.g. that the students in the latter were more engrossed in activities, that the teaching-learning process there was more oriented towards local conditions, and that the student-teacher interaction was also more pronounced there. As regards average attendance and drop-outs, it appeared that there was a clear trend among project school students during the period for 1975/77 to 1980/81 towards higher attendance and reduced drop-out rate. An interesting factor here is the greater increase in the attendance of girls. Although the representativity of case-study results of the type concerned always can be questioned to a certain extent, the sex difference seems to indicate that curriculum renewal can be particularly worth-while, when the attendance rate of girls is at stake.

### 2.2.3 Other Projects

Besides CAPE and PECR several other curriculum development projects could be mentioned as forerunners or integral parts of the nation-wide UEE Programme. There is, e.g. the Early Childhood Education Programme aiming at the discovery and development of inexpensive media of educational value for children, the Programme for Women and Girls aiming at maternal and child care training of women, and the linking of child care centres with adult education centres, so as to involve women in educational activities crucial to development. The CAPE Project, however, seems to come particularly into the fore when curriculum development is to be reviewed. Its conceptual frame and strategies are very clear and well conceived. Its full implementation, envisaged to be completed in 1985/86, seems to be one of the main prerequisites for the success of the NFE Programme.

3 THE NON-FORMAL EDUCATION PROGRAMME - QUANTITATIVE PERFORMANCE ASPECTS

## 3.1 NATIONAL LEVEL PLANS

In January 1980, a new Indian Government came into power. The draft five-year plan for 1978-83, under which the programme for Non-Formal Education as presented in the Indo-Swedish Project Agreement and the Project Description was drawn up, was terminated and succeeded by the Sixth Five-Year Plan for 1980-85.

Following an assessment of past performances, existing educational systems, and the capabilities of the States/Union Territories, the very ambitious targets set in 1977 for elementary education 1978-83 were revised. The "feasible" enrolment target of 32 million children 1978-83 became a minimum target of 18 million additional children in Grades I-VIII (Primary level, i.e. I-V: 11.7 million and middle level, VI-VIII: 6.3 Million) in the Sixth Plan for 1980-85. The target coverage under Non-Formal Education was not spelt out. However, for the preparation of their Elementary Education Plans, the States were given guidelines on the various aspects of the Programme of Universalization of Elementary Education including coverage under formal and non-formal channels.

In response to the Sixth Plan proposals, the States/Union Territories have in their plans included the following coverage and number of Non-Formal Education Centres for 1980-85.

|               | Centres   |   | Coverage  |   |
|---------------|-----------|---|-----------|---|
|               | All India | of which the Nine Educationally Backward States | All India | of which the Nine Educationally Backward States |
| Primary level | 135 000   | 118 360   | 5 091 000 | 4 090 000                                       |
| Middle level  | 22 300    | 20 600  | 771 000   | 642 000   |
| Total         | 157 500   | 138 960   | 5 862 000 | 4 732 000                                       |

## 3.2 NATIONAL LEVEL ACHIEVEMENTS

Total figures regarding the actual performance of the nine Educationally Backward States during the present Plan period are available for the three years 1980/81 - 1982/83. For 1983-84 and 1984-85 a 'proposed coverage' has been decided. The expansion of the Non-Formal Education Programme in the nine Educationally Backward States during the Sixth Plan period can then be projected as follows:

|                       | NFE Centres   |              |         | Children Enrolled |              |           |
|-----------------------|---------------|--------------|---------|-------------------|--------------|-----------|
|                       | Primary level | Middle level | Total   | Primary level     | Middle level | Total     |
| 1980-81<br>(Actuals)  | 37 784        | 5 354        | 43 138  | 602 000           | 82 000       | 684 000   |
| 1981-82<br>(Actuals)  | 40 560        | 5 840        | 46 400  | 1 095 000         | 114 000      | 1 209 000 |
| 1982-83<br>(Actuals)  | 72 053        | 7 747        | 79 800  | 1 306 000         | 192 000      | 1 498 000 |
| 1983-84<br>(Proposed) | 89 982        | 12 512       | 102 494 | 2 026 000         | 260 000      | 2 286 000 |
| 1984-85<br>(Proposed) | 118 360       | 20 575       | 138 935 | 4 090 000         | 642 000      | 4 732 000 |

These figures may be compared with the projected expansion of the Programme as envisaged during the 1978-83 mid-term plan period. For that period the nine States in their own Plan proposals had proposed to enrol no less than 9 382 000 children. In other words, the current projections for the five years 1980-85 are about 50 per cent of the earlier projections for the five years 1978-83.

In India as a whole (22 States and 9 Union Territories), the total enrolment target 1980-85 is approximately 5.8 million children. The difference between the total enrolment and the enrolment in the Nine Educationally Backward States is 1.1 million, a fact showing that the 'Backward nine' will provide 80 per cent of the additionally enrolled children 1980-85.

State-wise actual figures for expansion of the NFE Programme were made available to the team only for 1982-83.

| State/UT          | Centres Established |              |               | Actual Coverage |                |                  |
|-------------------|---------------------|--------------|---------------|-----------------|----------------|------------------|
|                   | Primary level       | Middle level | Total         | Primary level   | Middle level   | Total            |
| Andhra Pradesh    | 2 760               | -            | 2 760         | 69 000          | -              | 69 000           |
| Assam             | 4 594               | 200          | 4 794         | 103 750         | 5 000          | 108 000          |
| Bihar             | 4 940               | -            | 4 940         | 162 400         | -              | 162 400          |
| Jammu and Kashmir | 1 735               | -            | 1 735         | 27 000          | -              | 27 000           |
| Madhya Pradesh    | 6 756               | 3 306        | 10 062        | 116 605         | 36 800         | 153 405          |
| Orissa            | 3 279               | 1 021        | 4 300         | 74 480          | 10 200         | 84 680           |
| Rajasthan         | 6 281               | 135          | 6 416         | 157 025         | 3 375          | 160 400          |
| Uttar Pradesh     | 16 657              | 3 085        | 19 742        | 370 444         | 64 850         | 435 294          |
| West Bengal       | 15 051              | -            | 15 051        | 276 305         | -              | 276 305          |
| <b>Total</b>      | <b>62 053</b>       | <b>7 747</b> | <b>69 800</b> | <b>357 009</b>  | <b>120 225</b> | <b>1 476 484</b> |

Comprehensive data on girls enrolment are not available, neither on a national scale nor in respect of the nine Educationally Backward States. Sample data received by the NCERT from four States show the following proportion of girls in the NFE Centres.

|   | Madhya Pradesh | Rajasthan | Uttar Pradesh | West Bengal |
|---|----------------|-----------|---------------|-------------|
| Percentage of girls in the NFE Centres (6-11 years) | 45 %           | 31 %      | 35 %          | 25 %        |
| (11-14 years)                                       | 16 %           |           | 20 %          |             |

### 3.3 STATE LEVEL ACHIEVEMENTS AS EVIDENCED BY THE TWO STATES VISITED BY THE SWEDISH TEAM

#### 3.3.1 The Andhra Pradesh Non-Formal Education Programme

##### The Programme

In the mid-term Plan for Universalization of Elementary Education of Andhra Pradesh, the coverage of the Non-Formal Education Programme in the age group 6-14 was proposed as 1 166 000 children. Due to a curtailment of plan resources, a revised 1980-85 plan to enrol only 663 000 children through NFE has been drawn up.

During 1980-81 through 1984-85, the following number of NFE Centres have already been or are proposed to be established in order to cover envisaged enrolment in Non-Formal Education.

| Year                | Number of new Centres opened to be opened |              |         | Number of additional children enrolled/to be enrolled |              |          |
|---------------------|---|--------------|---------|---|--------------|----------|
|                     | Primary level                             | Middle level | Total   | Primary level   | Middle level | Total    |
| (1979/80)<br>Actual | (2 640)                                   | -            | (2 640) | (66 000)  | -            | (66 000) |
| 1980/81<br>Actual   | 1 380                                     | -            | 1 380   | 34 500  | -            | 34 500   |
| 1981/82<br>Actual   | -   | -            | -       | -   | -            | -        |
| 1982/83<br>Actual   | 2 760                                     | -            | 2 760   | 69 000  | -            | 69 000   |
| 1983/84<br>Planned  | 9 660                                     | -            | 9 660   | 241 500   | -            | 241 500  |
| 1984/85             | 6 080                                     | 4 000        | 10 080  | 152 000   | 100 000      | 252 000  |

In 1979-80 the NFE Programme began to function in two Blocks in each of the 23 Districts of Andhra Pradesh. In 1980-81 one more Block per District was covered under the Programme. During 1981-82, due to the financial constraints, there was no increase in the number of centres opened/children enrolled. In 1982-83 two additional Blocks per District were opened for NFE activities. A Block opened for NFE activities means the establishment of 60 centres, each with an envisaged enrolment of 25 children. Thus, in 1982-83 2 760 new NFE Centres were opened with a total enrolment of 69 000 children. 9 960 Centres are planned to be opened in 1983-84, i.e. 7 additional Blocks per District. Finally in 1984-85, 10 080 Centres are envisaged to be opened. For the first time, middle level centres are planned to be opened in 1984-85.

The criteria for the selection of Blocks and Centres are mainly:

- 1) Tribal Blocks
- 2) Habitations consisting mainly of children of Scheduled Castes and Scheduled Tribes
- 3) Economically backward blocks
- 4) Industrial belts
- 5) Urban slums with many children not attending the schools

Administration and Supervision

Planning and administration of the NFE scheme rest with the Director of School Education. At the Directorate, there is a Joint Director assisted by an Assistant Director and two sections of ministerial staff under the overall guidance of the Additional Director of School Education in charge of Elementary Education. There is a NFE Resource Centre located in the State Council for Educational Research and Training with one professor and four lecturers, and a section of ministerial staff. The Resource Centre is in charge of all academic matters such as the preparing of syllabus, preparation of instructional material through workshops, organizing the training of key personnel, orientation and re-orientation courses for NFE instructors, and the evaluation of NFE centres and of the programme as a whole.

There is a Co-ordinator attached to each of the 12 Teacher Training Institutes in the State. The Coordinators inspect the NFE Centres assigned for each of them and provide necessary academic guidance to the Instructors. They also organize orientation courses for the Instructors under the guidance of the NFE Resource Centre. It is proposed that 11 additional posts of Coordinators be created, so that each of the 23 Districts of Andhra Pradesh would have one Coordinator.

There are also proposals for the creation of 23 posts of Project Officers who will be in the cadre of Deputy Educational Officers with the following functions:

- 1) Releasing of budget for the Supervisors for the payment of remuneration to the NFE teachers.
- 2) Purchase of equipment and teaching materials for the NFE Centres.
- 3) Countersigning of travel allowances for the Coordinators and Supervisors.
- 4) Purchase of equipment etc for the TTIs in respect of NFE training.
- 5) Inspection of the Offices of the NFE Supervisors.
- 6) Visiting NFE Centres.
- 7) Appointment of NFE Instructors.
- 8) Selection of NFE Centres.

With the latter proposals implemented, there would be one administrative and one academic officer in each District for the supervision, training, and monitoring of the NFE Programme.

The supervision of NFE Centres is organized as follows:

In each District the NFE Centres are to be visited once in three months by the Supervisor. At least seven of the 60 Centres set up in each Block should be visited once a year by a SCERT staff member or Joint Director (NFE). Monthly progress reports/visit reports are sent by the Supervisor to the District Educational Officer with a copy to the Joint Director (NFE).

The NFE Supervisors are inspecting the functioning of the Centres, attendance as well as teaching and learning aspects. At present there are 113 Supervisors in Andhra Pradesh. Due to the frequent travelling (20 days per month) all Supervisors are male.

The NFE Supervisors are trained by Resource Centre Staff and Coordinators. The training mainly consists of the method of teaching by NFE instructors and the functioning of NFE Centres. There are also re-orientation courses. Orientation programmes for Instructors have been arranged at the Block headquarters. All the field officers of the School Education Department have also been exposed to this orientation to improve their participation in the implementation of the Programme.

#### Teaching arrangements at the NFE Centres

The maximum number of students at each Centre has been fixed at 25. One Instructor works at the Centre. The Instructor is paid Rs 105/- per month. Unemployed educated youth are preferred as Instructors, whenever they can be found in the village where a Centre is to be established. The minimum educational qualification for an NFE Instructor is Tenth Grade. 6 780 NFE Instructors have been appointed so far. (The number of female Instructors is not available with the Department of Education).

A minimum of two hours of teaching is expected at each Centre per day. 20 days of work per month are envisaged. 16 holidays per year in accordance with local wishes and needs are decided by the District Educational Officer. School timings are fixed according to the convenience of children. Mostly classes are held in the evening. If a child remains absent for long, he can return and begin again from the point where he left. The teaching methods used encourage self-teaching and self-learning. Knowledge already acquired by a newly admitted student is assessed. He/she is then allotted units in different subjects. Attendance and progress records are maintained.

#### Syllabus framing

A separate syllabus has been prepared by the Non-Formal Education Resource Centre. It has three areas: Mother Tongue (Telugu), Arithmetic and "Problem Areas", i.e. Sciences and Social Studies. The syllabus for Problem Areas, is divided into 16 units. Each unit has a built-in evaluation system. The syllabus is drawn up so that the different units have a close relationship with children's environment, meet their immediate needs and prepare them for the challenges of life.

The syllabus is integrated from Grade I to V. The five-year syllabus of the primary stage has been so reorganized that it may be completed in two years.

NFE for the age group 9-14 is implemented in two phases. The duration of the first Phase is 2,5 years, consisting of four Stages of six months each. The remaining six months are set apart for a "bridging course" for those who want to re-enter the formal education system. The second Phase will be of two years duration, covering two Stages of one year each. The first Phase corresponds to the primary level and the second Phase to upper primary (middle) level of formal education. During the first Stage of the first Phase, the children acquire linguistic and numeracy skills. Along with more of these skills, they acquire knowledge of their physical and social environment during the next three Stages of the first Phase.

#### Education Material

For the first Stage, three types of readers are prepared to enable the children to learn the fundamentals of the language. The readers contain situations familiar to the students. The First Stage readers are prepared separately for tribal, rural and urban children respectively.

A work book is prepared for arithmetic for the first Phase. Instructional material is prepared for the students and teachers for all the three Stages. In addition, to give direction to the academic activity at all levels, 'terminal competencies' are prepared for all the areas of curriculum and for all the Stages. Test item books are also developed for formative and summative evaluation purposes.

To assist the functionaries (Coordinators, TTI staff etc), a Training Manual is also prepared which can be consulted by all the field functionaries. Material printed so far is as follows:

- 1) Introduction - concept and scope (one book)
- 2) Syllabus (one book)
- 3) Three readers of Stage I (3 books)
- 4) Mathematics books for four Stages (4 books)
- 5) Student and teacher modules in Problem Areas for three stages (2, 3 and 4) - (6 books)
- 6) Teacher modules (hand books) for language readers of Stages I - IV (6 books)
- 7) Teacher modules in Mathematics for Stages II - IV (3 books)
- 8) Terminal competencies (1 book)
- 9) Test item banks for formative evaluation (3 books)

10) Test item banks for summative evaluation (3 books)

11) Telugu readers for Stages II - IV (3 books)

In all, 34 books are prepared and printed for Phase I of the NFE Programme. They are all in the Telugu language. Books in Urdu are under preparation.

Paper procured with Swedish funds

Out of the paper purchased by the Government of India for the NFE Programme under funding by SIDA, 2 348 metric tons have been allotted for Andhra Pradesh for the purpose of printing text-books and related materials, 1 648 metric tons have been received. Only 292 tons - or 12 % of the total State allotment - have been utilized so far, see table below:

Statement showing the particulars of Swedish gift paper allotted, received and utilized and balance paper available

| Variety of paper               | Year of allotment | Allotment of paper in MTs | Receipt of paper in tons | Paper utilized in tons | Balance available in tons |
|--------------------------------|-------------------|---------------------------|--------------------------|------------------------|---------------------------|
| Mechanically glazed news print | 1979-81           | 468                       | 468                      | 208                    | 260                       |
| "                              | 1981-82           | 510                       | 510                      | -                      | 510                       |
| "                              | 1982-83           | 700                       | (700 not yet received)   | -                      | 700                       |
| White off set printing         | 1979-81           | 120                       | 120                      | 48                     | 72                        |
| "                              | 1981-82           | 130                       | 130                      | -                      | 72                        |
| "                              | 1982-83           | 180                       | 180                      | -                      | 180                       |
| White art card                 | 1979-81           | 66                        | 66                       | 36                     | 30                        |
| "                              | 1981-82           | 74                        | 74                       | -                      | 74                        |
| "                              | 1982-83           | 100                       | 100                      | -                      | 100                       |

Costs

Costs of items mentioned below are met on a 50:50 basis by the State and Central Governments:

- Strengthening of the State Directorate of Education
- Teacher costs
- Contingent expenses including lighting
- Teaching materials like slates, exercise books, pencils etc
- Equipment

A breakdown of figures are given below:

|  |                    |
|--|--------------------|
| 1) Instructor's remuneration                         | Rs 105 per month   |
| 2) Contingency at the Centre<br>(kerosine chalk etc) | Rs 350 per year    |
| 3) Supervisor's salary                               | Rs 700 per month   |
| 4) Coordinator's salary                              | Rs 1 050 per month |
| 5) TA/DA (allowances) to Supervisor                  | Rs 400 per month   |
| 6) TA/DA (allowances) to Coordinator                 | Rs 400 per month   |
| 7) Salary of Assistant/Clerk at Supervisor's office  | Rs 425 per month   |
| 8) Salary of Attendant at Supervisor's office        | Rs 290 per month   |
| 9) Cost of instructional materials                   | Rs 325 per year    |
| Unit cost per child (25 children)                    | Rs 87              |

#### Evaluation

An evaluation of the physical facilities of the Centres has been carried out in Nalgonda District with the collaboration of NCERT and in Vizagapatnam District with the collaboration of Andhra University. Evaluations of NFE Centres in Krishna and Anantapur Districts are being undertaken by the NFE Resource Centres. No reports are available at present. Evaluation in terms of achievements of the clientele and the NFE Programme as a whole are yet to be taken up.

#### Future Programme Activities

The NFE Programme should cover 663 000 children in all by 1984-85, after the opening of Centres in the remaining Blocks of all Districts. Whenever necessary, additional Centres will be established.

For middle level education under the NFE Programme steps are being taken to prepare the syllabus. The syllabus would then serve as the basis for the preparation of instructional material for students and teachers. It is proposed that 4 000 middle level NFE Centres be opened in 1984-85.

#### Visits to Non-Formal Education Centres in Andhra Pradesh

The Swedish team visited eight NFE Centres (two each in four different Districts) in Andhra Pradesh. The main characteristics and impressions from the Centres are summarized below:

Centre "A" is situated in a village with an estimated population of 10 000. It was opened in January 1980. The Present Instructor (male), who joined in February 1982, has a Bachelor of Commerce Degree and is a shop keeper in the village. Teaching hours are 7 - 9 p.m. six days per week. The

Centre is located in a High School building. It had electric light and benches for the children to sit on. Formal primary school books in Telugu were used. NFE books, ready for distribution, were available with the District Educational Officer.

26 pupils, all boys, were present. Ages appeared to be 6 - 14. Six of the boys worked as stone crushers and five were agricultural labourers. Seven boys belonged to Scheduled Castes.

Five girls were said to have participated earlier and stayed for about two years. They had left "when they were able to read and write".

Centre "B" is situated in a village with a population of about 4 000. It was opened in January 1980. The present Instructor (male), who joined in May 1983, has Intermediate level education (passed) i.e. Grade XII, and does agricultural work on his own land in the village. He has no instructor's training. Teaching hours are 7 - 9 p.m. six days per week. The Centre is located in a school building with electric light. There were no benches for the children. One child had a slate, the others exercise books. NFE text books were available with the District Educational Officer but not yet distributed.

18 children were present, all boys and belonging to Scheduled Tribes. Ten boys were studying at Stage I, seven at Stage II, and one at Stage III. Ten of the boys were "biri" (tobacco) workers, earning Rs 2 - 3 per day, four were looking after cattle at a pay of Rs 75 per month.

Girls were reported not to come to the Centre due to the late teaching hours.

Centre "C" belongs to a village with an estimated population of 3 000. It was opened in 1980. The present Instructor (male), who joined in October 1982, has ten years of schooling (failed Secondary School Certificate). He is a tailor residing in the village. Teaching hours are 7 - 9 p.m. The Centre, located in an Upper Primary School building, was provided with electric light but had no benches. Some children had slates, some exercise books. The textbooks were those for formal education.

30 children were registered, 27 boys and 3 girls. All were present. One boy was a formal school drop-out, all the others were non-starters. 19 boys were looking after cattle and goats during day-time. The girls were cooking for their families and looking after their siblings.

The fathers of the children are agricultural labourers or "coolies". The mothers are mostly working outside their homes too. Two of the boys had fathers who owned land. One child had a literate father, all other parents were illiterate.

(One boy, when asked how many children there were in his family, answered "Two brothers". Asked again specifically if there were no girls, the answer came promptly: "There are six girls also!")

Age-wise distribution of the children in Centre "C"

|         |    |
|---------|----|
| 8 years | 2  |
| 9 "     | 3  |
| 10 "    | 3  |
| 11 "    | 9  |
| 12 "    | 3  |
| 13 "    | 4  |
| 14 "    | 1  |
| 15 "    | 2  |
| 16 "    | 1  |
| 17 "    | 2  |
| Total   | 30 |

Distribution of children in the Centre "C" in educational stages

|             |    |
|-------------|----|
| First Stage | 10 |
| Second      | 8  |
| Third       | 4  |
| Fourth      | 4  |
| Fifth       | 4  |
| Total       | 30 |

Centre "D" is situated in a village with a population of 4 500. It was opened in January 1980 when the present Instructor (male) also joined. He is a trained primary school teacher employed at the school, in which the Centre is located, and has SSC (passed) i.e. Tenth Grade. Teaching hours are 7 - 9 p.m. The building is a Secondary School, provided with electric light and benches.

40 children were present, all boys. No girls were enrolled. Eight boys were drop-outs from the formal school system, four of them having left after two years of schooling, one after as much as five years. 90 per cent of the boys looked after cattle. 10 per cent were agricultural labourers. 20 per cent of the boys came from families owning land. One boy has a literate father, all other parents were illiterate.

Parents are not willing to let their daughters go to the Centre after sunset. To send the girls, they want a female instructor and after-noon classes. The Block Supervisor informed that out of 2 017 enrolled children in his 60 Centres there were only approx 150 girls, i.e. 5 - 10 per cent.

Centre "E" was opened in September 1983 by the present Instructor (male), who has passed Grade XI and is a farmer in the village. Teaching hours are 7.30 - 9.30 p.m. The Centre, located in a Primary School building, had no electricity and no benches. Lighting came from three oil lamps and one candle. Hurricane lamps and text books were yet to be provided - after two month running of the Centre. The slates had been bought by the parents.

28 children were present, all boys, out of which 25 were enrolled. One boy belonged to Backward Castes, four to Scheduled Castes. One boy had a father who was literate, all other parents were illiterate. Six boys were servants, earning about Rs 200 per year, five boys were herding cattle.

57 boys had initially come forward to start non-formal education but as the pattern for establishing NFE Centres is based on 25 students in each Centre, 22 boys were kept out. They were, as it was expressed, "less motivated".

Centre "F" is located in a village with an estimated population of 4 000. It was opened 1 July 1983 by the present instructor (female). She has passed Grade Ten and is the wife of a tailor in the village. Teaching hours are 4 - 8 p.m. seven days per week. Holidays were planned to be taken all together at some major festival. The Centre, located in a room in the house of the instructor's family, had electric light but no benches. The costs of the electric light were said to be about Rs 10 per month and covered by the teacher. Supplies from DED's office had not reached the Centre and text books had not been provided even after four months of operation. Slates had been bought by the parents at Rs 3 per slate.

25 children were enrolled, 21 boys and 4 girls. Three of the four girls had literate fathers, all other parents were illiterate. More children wanted to join but only 25 were accommodated. At the time of the visit (7.40 p.m) only three children were present, the others were said to be watching a movie on the village TV set. In the attendance list all 25 children were reported as present.

A look in the attendance list (summary column) revealed that all children had been present every day 1-30 October. Closer control of the daily records showed that eleven "child-days" had been lost in October out of 750 (25 children x 30 days). Follow-up on records from earlier months showed the same pattern of differences between day-to-day records and summary records. The Supervisor, who had visited the Centre in August and in October, had signed the record without any comment on discrepancies in the registry book. The issue of drop-out rate was also raised. The team was told that two children had dropped out and had been replaced by two others. This change was not recorded in the register.

A former "Sarpanch" (village headman) was interviewed outside the Centre. He assessed that 15-20 children came daily for the NFE education. An agitated grandfather of a boy, who had earlier been enrolled at the Centre, interrupted the talk to inform that his grandson had been dismissed from the Centre after having been unable to contribute 50 paise to the instructor for the purchase of electric bulbs. Other children confirmed the case of dismissal.

Age-wise distribution of  
the children in Centre "F"

|         |    |
|---------|----|
| 8 years | 1  |
| 9 "     | 2  |
| 10 "    | 2  |
| 11 "    | 5  |
| 12 "    | 5  |
| 13 "    | 8  |
| 14 "    | 2  |
| TOTAL   | 25 |

Centre "G" is situated in a village with an estimated population of 4 000. It was opened in December 1980 by the present instructor (male). He has a SSC (passed), i.e. Grade Ten, and was a grain merchant in the village. Teaching hours were 7-9 p.m. in winter, 7.30-9.30 in summer. The Centre was located in the instructor's shop storeroom. Electric light was provided but no benches. The children had NFE text books in Telugu.

33 children were present, 33 boys and 2 girls. The register showed 25 children enrolled but an additional number of 11 were allowed to study "ad hoc" at the Centre. 11 boys were said to attend both formal and non-formal classes. One boy had studied continuously from the time of the opening of the Centre, and 10 boys had studied on and off after having enrolled in December 1980. Stage I encompassed 7 children, Stage II 9 children and "stage zero" (beginners) 19 children. None of the children had a literate parent.

Some parents interviewed complained about "lack of discipline" in the Centre and children leaving the class. The teacher explained that when the children were tired after work and fell asleep in class, he sent them home.

The Supervisor informed that all his Centres were equipped with free slates, two hurricane lamps, a map and text books. He also argued that education may prevent girls from getting married: girls who studied up to, say, Grade V require husbands with superior education, say, Grade X, and these boys are few and mostly from better-off families. They demand high "dowry" which the poor parents of the newly educated girls cannot pay. Less educated boys avoid educated girls due to inferiority complex.

Centre "H" belongs to a village with a population of 1 100. It was opened in November 1980 by the present instructor (male) who has a SSC (passed), i.e. Grade Ten, and is a carpenter in the village. He had received 15 days of instructors' training and 5 days of follow-up orientation, both at the scheme headquarters of the Block. Teaching hours were 7-9. The Centre, located in the Gram panchayat (village council) office, was provided with electric light but had no benches. The children had slates and NFE books in Telugu.

35 children were enrolled. 19 girls and 16 boys. Ten boys over 14 years of age participated without enrolment in the absence of an Adult Education Centre in the village. Four boys at Stage IV were drop-outs from formal school, all others were non-starters. Two boys had successfully completed their NFE studies and switched to the formal school system (Fifth Grade). One girl had a literate father, all other parents were illiterate. 10 girls and 10 boys were herding cattle, 5 girls were looking after siblings.

The enrolment of girls was high, as the instructor had the confidence of the parents and day-to-day contact with them. He also taught singing - a fact that was especially emphasized. A class photograph had been taken in February 1983, showing 60 children together with the teacher.

The records of the Centre were very well kept, accurate and comprehensive. Incidentally, the highest rate of absenteeism in any Centre visited occurred in this excellently run centre, an indication of the accuracy of the records maintained in the other Centres.

| Age-wise distribution of the children of Centre 'H' |    | Caste distribution of the children of Centre 'H' |    |
|---|----|--|----|
| 10 years  | 2  | Forward castes                                   | 4  |
| 11 "  | 7  | Backward castes                                  | 24 |
| 12 "  | 1  | Scheduled castes                                 | 7  |
| 13 "  | 12 |  |    |
| 14 "  | 13 | Total  | 35 |
| Total   | 35 |  |    |

## 3.3.2

The Uttar Pradesh Non-Formal Education ProgrammeAims

The scheme of Non-Formal Education was introduced in 1979-80 for providing educational opportunities to such children of the age group 9-14 who have either dropped out of formal schools or could not attend any schools because of various socio-economic reasons. It was proposed that 5 600 Primary Level Centres be opened annually during the Sixth Plan in the State at the rate of 100 Centres in each of the 56 Districts of Uttar Pradesh. In addition, 1 600 Middle Level Centres should be started in 1980/81 with another 800 added every subsequent Plan year.

Selection of habitations for opening of Centres

On the basis of the 1978 Fourth Educational Survey educationally backward Blocks were identified in every District according to the low enrolment level of the age groups 6-11 and 11-14. The two most backward Blocks in each District were selected for the opening of 50 Primary Stage Centres and 15 Middle Stage Centres in each Block. 25 children were to be enrolled at each Centre. The villages in the Block having the largest number of girls and boys not attending schools were selected for the opening of Centres. In each of the years 1981-82, 1982-83 and 1983-84, two more Blocks were included in the Programme with 50 Primary Level Centres and 7-8 Middle Level Centres in each. The Directorate of Education has proposed that every Block of the State should be covered by 1984-85. This, however, appears an unmountable task, financially if not administratively, as the remaining number of Blocks is in the range of 450 or approximately the same number as has been taken up altogether during four years.

Location of centres

The Centre is housed in the village either in a school building, a community centre, a temple, a mosque, or any other public or private place deemed suitable for the purpose of conducting classes.

### Selection of Instructors

The Instructors of the Centres are selected among persons resident in the village. They may be serving teachers in elementary schools or retired teachers or educated, unemployed youths having passed Higher School Examinations. Serving teachers are by far the largest among these groups. Preference is given to women over men. Instructors employed are paid a monthly honorarium of Rs 50. This amount has remained unchanged since the preparation of the NFE Programme in 1977/78 and inflation has eaten into the value of the honorarium. The team feels it would benefit the Programme if the honorarium was increased.

### Training of Instructors

The Instructors are imparted 10 days' training, 6 days before they start teaching at the Centre and 4 days after having run the Centre for one year. The latter part of the training is generally for feedback from teachers, exchange of their ideas and orientation for further improvement of the Programme. The course programme of the six-day introductory course is as follows:

#### 6 day course

##### Day 1

Concept of Non-Formal Education  
Content of Non-Formal Education  
Role of teacher in the Centre  
Role of teacher in the organization of Centre

##### Day 2

The significance of Non-Formal Education in the light of Universalization of Elementary Education

Soliciting the cooperation of the public in bringing the children to the Centre

Maintenance of child census register, attendance register and evaluation of children

Detailed study of survey forms I and III

Duties and functions of the teachers for monitoring and evaluation and the compliance of progress reports.

##### Day 3

The concept and implementation of the monitoring process (Monitoring Forms I and II)

Teaching of language

Use of teacher's guide

Importance of Socially Useful Production Work and its importance to the children.

#### Day 4

Preparation of time-table

Teaching of social sciences

Teaching of mathematics

Methods of evaluation:

- 1) evaluation of the child
- 2) evaluation of the effectiveness of the Centre
- 3) evaluation of the Programme of Non-Formal Education.

#### Day 5

Teaching of mathematics and science

Learning to fill in the evaluation forms

The problems of NFE Centres in their operation.

#### Day 6

Multiple-class teaching, i.e. to attend to children at different levels

Maintenance of various records, upkeep of equipment, and account of funds.

#### Duration and time of instruction

The duration of instruction every day is two hours. The time is decided by the community. It may be in the afternoon, evening, night, or morning, by far most common are classes held between 5 p.m. and 9 p.m. The Centre runs throughout the year without summer or winter vacation. It is closed only on Sundays and during local festivals.

#### Content and Courses

Five years curriculum of the primary schools is condensed for coverage in two years at the primary stage Centres. At the middle stage Centre the courses of Grades VI-VIII are covered in three years. There is an examination at the end of each stage, taking place in May each year. The examination provides an opportunity to assess the quality of the education given in the NFE Centres.

#### Admission of Children

At the primary stage Centres, children of the age group 9-11 are normally admitted and at the middle stage Centre, those of the age group 11-14. The children may be illiterate or having dropped out of primary school before completing grade V

for admission in the former and may have passed class V, having left their studies for work, to be admitted into the latter.

#### Provision of stationery, reading materials etc to the Centres

The children at the Centres are provided with free text books, exercise books, slate and pencils. The Centre is also provided with teaching aids, lanterns, tatpatties (mats), furniture, money for kerosene, and a box for keeping these articles.

#### Administration

In the State Institute of Education in Allahabad a team of five consultants have worked out detailed training programmes for Supervisors, Headmasters and Co-ordinators of the State's 121 Teacher Training Institutes. The same team is also responsible for preparing textual material for the NFE Programme. In every District a Teacher Training Institute has been selected to conduct the training of NFE Instructors. The Teacher Training Institutes were strengthened by appointment of a co-ordinator, a male village level worker, and a female village level worker. Funds for the purchase of equipment, stationery, furniture etc for the Centres to be started are placed with the District Basic Education Officers.

#### Strengthening of the State Institute of Education

##### a) State level

A Joint Director of Education looks after the planning, budgeting, execution, direction, monitoring, and evaluation of NFE. Personnel administration of NFE is done by one Deputy Director in addition to his normal duties. For monitoring of the programme, a set of six forms were developed and circulated to the field officers.

##### b) Regional Level

The State is divided into 12 regions (each region with 4-6 districts) where a regional Deputy Director is posted. In his office a special officer is posted for the control of execution, direction, monitoring, and evaluation of NFE in his region.

##### c) District Level

There is no independent staff for Non Formal Education at the district level. Management of centres, purchase and supply of equipment, payment of remuneration to teachers, control and supervision of centres, conduct of evaluation, etc have been entrusted to the District Basic Education Officer and the Deputy Inspector/Additional Deputy Inspectors in charge of rural areas of the district in addition to their normal duties.

## d) Block Level

According to Programme plans, a supervisor is provided for every Block under the NFE Programme for supervising of centres, collection and compilation of data, arrangement of evaluation of children, centres, and the programme in the Block. Sanction of funds for supervisors was given only to the Blocks agreed in 1980-81. For subsequent NFE Blocks, i.e. 75 per cent of those opened, supervision of NFE Centres is entrusted with the formal school staff, in addition to their normal duties. That such a solution is far from ideal is obvious.

Literature

The curriculum of the first year of the primary stage covers language and number work. In the second year the learning areas of language, mathematics, sciences, social studies, and socially useful work are covered. At the middle stage Centres, these disciplines are continued in the first, second and third years so that the children studying at the NFE Centres will have the opportunity to join the main stream of education if they so desire. The text books for the NFE programme have been prepared in a series of five books, one for each of the five years of education under the NFE Programme. "Gyandeeep Part I" is for beginners and has contents of language and number work. "Gyandeeep Parts II, III, IV and V" have an integrated content of languages, mathematics, sciences, social studies and socially useful work. The books are all in Hindi. Care has been taken to select such topics and materials as co-relate favourably with those of formal education at the elementary stage on one hand, and are relevant to the needs of the children on the other. CAPE model modules have been used in designing the various parts of the NFE text books.

Publication of NFE materials

Reading materials, teacher's guides, and publicity material have been prepared in large numbers at the State Institute of Education, by the NFE cell, and printed. "Gyandeeep Part I" dominates. The number of copies of text books etc printed in 1980-83 is as follows:

|                            | 1980-81<br>(Actual) | 1981-82<br>(Actual) | 1982-83<br>(Actual) | 1983-84<br>(Planned) | 1984-85<br>(Planned) |
|----------------------------|---------------------|---------------------|---------------------|----------------------|----------------------|
| Gyandeeep I                | 100 000             | 124 000             | 160 000             | 300 000              | 300 000              |
| Gyandeeep II               | -                   | 122 000             | 216 000             | 338 000              | 150 000              |
| Gyandeeep III              | -                   | 47 500              | 50 000              | 50 000               | 50 000               |
| Gyandeeep IV (two volumes) | -                   | -                   | 64 000              | 55 000               | 55 000               |
| Gyandeeep V (two volumes)  | -                   | -                   | 64 000              | 60 000               | 60 000               |
| Parichyika                 | -                   | 20 000              | 20 000              | 20 000               | 20 000               |
| Curriculum                 | -                   | 15 000              | -                   | 16 000               | 16 000               |
| Posters                    | -                   | 13 000              | 25 000              | 20 000               | 20 000               |
| Alphabet                   | -                   | -                   | 9 000               | -                    | -                    |
| Register                   | -                   | -                   | -                   | 20 000               | 20 000               |
| Survey forms               | -                   | -                   | -                   | 100 000              | 100 000              |
| Evaluation sheets          | -                   | -                   | -                   | 100 000              | 100 000              |
| Folder                     | -                   | -                   | -                   | 100 000              | 100 000              |

Evaluation

There are three evaluation aspects in-built in the Programme:

- evaluation of the students
- evaluation of the Centres
- evaluation of the Programme

There is a system of continuous evaluation of pupils after every unit of the content that has been covered. At the end of the year, on the basis of the cumulative assessment, they are promoted to the next Grade. There is no system of detention. Children of the first batch of Primary Stage Centres appeared at Grade V examination of the formal schools in May 1983. The result is summarized below:

|       | Number registered | Number appeared | Number passed | Percentage passed |
|-------|-------------------|-----------------|---------------|-------------------|
| Boys  | 38 645            | 32 963          | 31 315        | 95                |
| Girls | 13 136            | 11 822          | 10 783        | 91                |
| TOTAL | 51 781            | 44 785          | 42 098        | 94                |

Children at the Middle Stage Centres will appear at the Junior High School Examination after completing three years of study for the first time in May 1984.

The evaluation of the Centres in a District is entrusted to the NFE Unit at the Teachers' Training Institute of the same District.

The evaluation of the whole Programme is done at the Block level by the Supervisor, (where a Supervisor has been appointed), at the District level by the Deputy Inspector, at the Regional level by the Officer on Special Duty (NFE) and at the State level by the Senior Consultant and the Consultants of the State Institute of Education.

Targets during the Sixth Plan Period

It is proposed that 28 000 Primary Stage Centres and 4 000 Middle Stage Centres be established during the period 1980-85. They will cover 700 000 children in the age group 9-11 and 100 000 in the age group 11-14. The year-wise break up of the number of Centres planned to be opened and children planned to be enrolled is as follows:

|         | Centres to be opened |              | Children to be enrolled |              |
|---------|----------------------|--------------|-------------------------|--------------|
|         | Primary stage        | Middle stage | Primary stage           | Middle stage |
| 1980-81 | 5 600                | 1 600        | 140 000                 | 20 800       |
| 1981-82 | 5 600                | 800          | 140 000                 | 20 000       |
| 1982-83 | 5 600                | 800          | 140 000                 | 20 000       |
| 1983-84 | 5 600                | 800          | 140 000                 | 20 000       |
| 1984-85 | 5 600                | -            | 140 000                 | 19 200       |
| TOTAL   | 28 000               | 4 000        | 700 000                 | 100 000      |

During this Plan period 560 000 children (4 x 140 000) are expected to complete their education of primary stage and 60 000 children (3 x 20 000) that of middle stage.

#### Achievements

The planned figures shown in the table above can be compared with the following data reflecting actual performance:

|         | New Centres opened |              | Children enrolled |              |
|---------|--------------------|--------------|-------------------|--------------|
|         | Primary level      | Middle level | Primary level     | Middle level |
| 1980-81 | 5 364              | 1 404        | 101 049           | 18 412       |
| 1981-82 | 5 679              | 857          | 111 175           | 17 456       |
| 1982-83 | 5 757              | 800          | 158 220           | 28 982       |
| TOTAL   | 16 800             | 3 061        | 370 444           | 64 850       |

As already mentioned, approximately 45 000 children appeared for Grade V examination in May 1983. The number is equal to approx 44 per cent of all children enrolled at primary level in 1980-81 (assuming that those enrolled in 1980-81 were ready for exams in May 1983).

A distribution of the children enrolled in the NFE Programme in 1982/83 emphasizing sex ratio and ratio of Scheduled Castes and Scheduled Tribes show the following pattern:

|               | Boys              |                   |         |         | Girls             |                   |        |         | Girls and Grand Total |
|---------------|-------------------|-------------------|---------|---------|-------------------|-------------------|--------|---------|-----------------------|
|               | Sched-uled Castes | Sched-uled Tribes | Others  | Total   | Sched-uled Castes | Sched-uled Tribes | Others | Total   |                       |
| Primary Level | 70 650            | 2 615             | 167 422 | 240 687 | 47 107            | 1 744             | 80 906 | 129 757 | 370 444               |
| Middle Level  | 9 803             | 174               | 39 354  | 39 331  | 6 536             | 116               | 8 867  | 15 519  | 64 850                |

#### Paper supply to Uttar Pradesh for Non-Formal Education

SIDA-financed paper was allocated to Uttar Pradesh as follows:

| Year                           | Glazed Newsprint | Offset Printing paper | Art Cover | Total    |
|--------------------------------|------------------|-----------------------|-----------|----------|
| 1980-81                        | 103.6 MT         | 26.4 MT               | 20.0 MT   | 150.0 MT |
| 1981-82                        | 150.0 MT         | 40.0 MT               | 21.0 MT   | 211.0 MT |
| 1982-83                        | 310.0 MT         | 78.0 MT               | 41.5 MT   | 429.5 MT |
| TOTAL                          | 563.6 MT         | 144.4 MT              | 82.5 MT   | 790.5 MT |
| Received as of 31 October 1983 | 546.6 MT         | 144.0 MT              | 79.3 MT   | 769.9 MT |

Out of the paper already received, 278 MT of glazed newsprint, 17 MT of offset printing paper, and 17 MT of Art Card have been used by 1983-84 for the printing of textual material for Non-Formal Education. The remaining balance of paper will be used in 1984-85 in the following way:

|                   | Glazed<br>Newsprint | Offset<br>Printing<br>paper | Art Cover | Total |
|-------------------|---------------------|-----------------------------|-----------|-------|
| NFE<br>Population | 160                 | -                           | 20.5      | 180.5 |
| Education         | -                   | 9                           | 1         | 10.0  |
| CAPE*             | 108                 | 118                         | 44        | 270.0 |
| TOTAL             | 268                 | 127                         | 65.5      | 460.5 |

\* NCERT's request for CAPE is somewhat higher but has been trimmed on basis of total provisions and priority requirements for the State NFE Programme.

#### Visits to Non-formal Education Centres in Uttar Pradesh

Centre "A" is situated in a village with about 5 000 inhabitants, of which 3 000 in the village itself and 2 000 in 12 surrounding hamlets.

The Centre was opened in May 1982. The teaching hours are 5.00 - 7.00 p.m. Classes are held outdoor during the dry season. The children are sitting on mats on the floor of the veranda of the teacher's house, situated close to the village road, which makes it a rather noisy place. There is one roller board for the teacher, and the pupils have slates and NFE books. The place has electricity and lanterns. The male Instructor holds an intermediate HTC and has NFE-training. He works as a formal school teacher during day-time, and has been with the Centre from the beginning.

Pupils enrolled are 2 boys and 23 girls of which 21 are aged 9-11 and four 11-14. The Centre was intended for girls only. One girl has a brother in the class. There are 8 children in Stage I and 17 in Stage II. Average attendance in October was 20 pupils. At the start of the Centre there were 2 boys and 19 girls. 10 girls belong to Scheduled Castes and 10 girls are Muslims. After two years (May 1984) the children will sit for Grade V examination. If they pass, they will get a certificate and are entitled to begin the Grade V of the formal school. No drop-outs were reported so far.

The parents are farmers or farm labourers. According to the teacher all of them are illiterate, but three children claim that their father can read. Most of the children are picking coal along the rail-road and at the railway station. The coal is either used in their household or sold.

Centre "B". The surrounding village has about 10 000 inhabitants, mostly farmers and farm labourers. There are one formal primary school for girls and one primary school for boys. In

addition there are private schools with 730 students. The total number of enrolled formal primary school children is about 1 140.

The Centre started in March 1982. The children are sitting on the veranda of a house owned by a "rich man". There are three lanterns and electric light. There are two roller boards, slates, and NFE books. The instructor holds a middle HTC and is teaching in a primary school during daytime.

The Centre has 25 pupils, 12 boys and 13 girls, all present at the time of visit. 20 students are 9-11, all belonging to Stage I, and 5 pupils aged 11-14 are in Stage II; At the beginning there were 14 boys, of which one died, and 11 girls. There are drop-outs due to seasonal migration, otherwise all students (except one girl) have been at the Centre from the beginning. 15 pupils belong to Scheduled Castes and 5 to Backward Castes.

Most of the parents are farm labourers. Five of the fathers are literate. The majority of the children are herding cattle or doing agricultural labour during day-time.

Centre "C" is situated in a hamlet with 1 200 inhabitants, of which about 70 per cent are of Scheduled Castes, and the remaining of Backward Castes. Most families work as agricultural labourers. There is no formal school. During the dry season classes are held under a banyan tree and during the monsoon in a private house. The Centre was opened in October 1982 with teaching hours 5.00 to 7.00 p.m. There were four lanterns, two roller boards, charts, slates and NFE books but no electricity. The young female teacher who has a Junior High School Certificate has been teaching there as her main occupation from the beginning. Her father is a teacher in a nearby village.

The number of pupils is 25, 10 boys and 15 girls, of which 24 were present. They are all studying at Stage II. In the beginning there were 12 boys and 13 girls. Two boys and three girls dropped out because the parents left the village. During the day the children are herding cattle or doing domestic work.

Centre "D" is located in a hamlet with 350 inhabitants, mostly belonging to Scheduled Castes. The Centre started in October 1982 and is equipped with five lanterns, roller board, charts, slates and NFE books. There is no electricity. Classes are held between 5.00 and 7.00 p.m. The male teacher was appointed in February 1983. He has a HTC and is working as a primary school teacher during the day.

18 boys and 10 girls are enrolled. All except one girl were present at the time of visit. The children are 11-14 years old and study at Stage II. Two girls have dropped out due to illness. All children belong to Scheduled Castes. According to the teacher 6 fathers of the children are literate. The children are herding cattle, looking after siblings, or doing domestic work at home.

Centre "E" was opened in September 1982. It is located in a village of 1 390 inhabitants mainly doing farm work. The village is situated eight kilometers from the main road. A dirt road along an irrigation canal leads to the village. There are two Scheduled Caste families only in the village.

Classes are held outdoor when possible. There are two roller boards, maps, charts, slates and NFE books but no electricity. The male instructor is a retired primary school teacher.

At the beginning 50 children were enrolled (19 boys and 31 girls). 10 boys and 5 girls left either because of migration or because they were below the prescribed age group. At present the number of pupils is 35, of which 9 are boys. They are all in the age group 9-11 and study at Stage I (20) and Stage II (15) at the primary level. Four girls in the class are married but they are permitted to continue at the Centre because of the high reputation of the teacher.

Compared to other Centres visited the literacy of the fathers is extremely high, i.e. 80 per cent, but it is only 10 per cent for the mothers.

Centre "F" is situated in a village with a population of 835. It was opened in September 1982. Classes (6.00-8.00 p.m.) are held on the thatched veranda of the female teacher's house. The Centre is equipped with roller board, slates, NFE books, and five lanterns. The teacher has passed the Junior High School exam.

The Centre has 25 pupils, 16 of which are girls. They are all 9-11 years. 6 children study at Stage I of primary level and 19 at Stage II. 21 pupils were present at the time of visit.

Farming is the main occupation in the area. The teacher reported that 15 of the fathers and 3 of the mothers are literate.

Centre "G" was started in September 1983. It is situated in a village of 1 425 inhabitants with farming as the main occupation. The Centre is equipped with roller board, slates, NFE books, and electricity. Classes are held on the veranda of a private house. The male teacher has a BA and is a shop-keeper during day-time.

Only 15 children enrolled at the start (11 boys and 4 girls). At the time of visit there were 17 boys and 8 girls. Day-time occupation of the pupils were cattle herding, agricultural and domestic work.

Centre "H" is located in a village with 5 000 inhabitants. It was opened in January 1983. The Centre is equipped with roller board, slates, NFE books, and electricity. The female teacher has a BA and is preparing for a MA degree.

Only 15 children participated at the start. Presently there are 9 boys and 21 girls in the age group 9-11, all studying at Stage I primary level. Day-time occupation is farm or domestic work. 7 fathers and 5 mothers are literate.

The following remarks and conclusions are based on data from different sources of information:

- official statistics provided by authorities at national and state level
- discussions with educational administrators at national, state, and district level
- direct observations during visits to totally 16 NFE Centres in Andhra Pradesh and Uttar Pradesh.

The representativeness of the team's observations can, no doubt, be questioned. They are not based on any type of randomization or stratification, but primarily selected with regard to such local circumstances as high proportions of Scheduled Castes or Tribes, increased efforts to enrol girls, high percentage of children gainfully employed in various jobs during day-time etc. Naturally the necessity of reaching the Centres without too much travelling and loss of time has also been a selection factor. As regards statistics given in documents or verbal communication, no more detailed cross-checking has been possible.

Nevertheless, it is the view of the team that the general basis for the remarks and conclusions in this report is reliable and sufficient enough to serve as points of departure for further discussions and elaborations by the authorities concerned. One of the reasons for this belief is the correspondence between what was experienced during the 1982 mission and what was seen during the present one. The correspondence is, however, not perfect. One difference deserves to be mentioned already in this introductory paragraph, namely the fact that many strides as regards enrolment and the production of teaching materials have been made during the year and a half which has passed since the 1982 mission. This positive general statement should be kept in mind as an underlying quality of the sometimes critical comments given below.

#### 4.1 OBSERVATIONS AND CONCLUSIONS

1) As already mentioned in the chapter on Curriculum Development, the CAPE approach to renewal of contents and methodology forms a well conceived and integral part of the drive towards universalization of elementary education. In the 1982 report the same statement was made with the supplementary comment that the academic/planning side of the approach, however, appeared to run away from the practical/implementation side. The same comment can also be made today: Of the three CAPE project implementation phases planned for, only the first one is more or less completed at State level. This means, among other things, that the much needed, further decentralization of the Resource Centre System lags behind, and that the building up of an evaluation/accreditation matters is also delayed. Both systems deserve attention. Particularly so the first one, to the effect that a network of Block/Village Level Resource

of Block/Village Level Resource Centres can be established, where educationally constructive ideas and small scale production of teaching material can develop. Although the situation is in no way alarming, the recommendation on further decentralization of resources, initiatives, and production is thus reiterated.

2) Another time-lag also commented upon in the 1982 report concerns the delay in enrolment as defined in terms of national targets and actual achievements at State level. Since the targets at State level, however, have been reduced to some extent in order to tally better with local conditions and possibilities, the qualitative objectives now appear more realistic and the time-lag less spectacular (e.g. in Uttar Pradesh the ratio of achievement to target as of 1982-83 is reported to be as high as 80 per cent as regards Primary level enrolment). Nevertheless, the continuous falling behind in many States means an accumulation of quantitative problems, which may in the long run jeopardize the successful conclusion of the NFE drive.

3) The 1982 evaluation report also pointed at the risk with the then very high ambitions as regards the flow of children through the system. In general, two years of part-time training within the NFE Programme were considered to be equal to the 5-year full-time Primary School Programme, which - taking into account also the differences in number of daily centre/school hours - would mean that the NFE Programme should outweigh the formal education system by an efficiency factor of 5:1. The team shares the opinion of those who doubt such a superiority of the NFE Programme.

4) The apparently still prevailing notion, that two years should suffice, may have several unwanted consequences. It may, among other things, put in danger the central idea that non-formal education should represent something else than just a condensed form of formal school education. It seems to the team that the NFE incumbents here face a real dilemma. On the one side there are the strong and very honourable efforts to accredit the NFE Programme and give it a status equal to the formal school education. On the other side, there are the central ideas of its specific functionality and its unique adaptability to the need of the out-of-school cohort. To reconcile the two rationales several measures must be taken. One is the nearing of the NFE curriculum to the formal education curriculum. From that point of view much credit should be given to the PECR and the CAPE projects and their envisaged combined effects on those matters. Another remedial measure seems to lie in the development of a somewhat more diversified NFE-student evaluation/assessment system, which does not only take into account those students who are aiming at further academic training, but also recognizes those, who after having acquired basic literacy skills, will terminate their schooling or switch over to adult education along with practical work.

5) As a corollary to the comment on Adult Education the team would like to reiterate another recommendation also put forward in the 1982 report, namely the one on a closer link between the NFE and Adult Education. The basic assumptions behind adult education, i.e. that education is not identical

with schooling and that learning, working and living are inseparable, with each acquiring a meaning only when correlated with the others, are no doubt congenial with the principles upon which the NFE Programme is founded. For that reason, but also due to the necessity to eliminate totally the blind alley character of the NFE programme for its not academically oriented students, better bridges must be established between the two types of education, not the least as regards administration and geographical proximity. On this point, i.e. the possibility of integrating NFE centres and Adult Education Centres at grass-root/village level, the team has had much consent from many of its Indian interlocutors. The recommendation on integration at that level also encompasses Child Care Centres, as they are said to function within the Programme for Integrated Child Development Services. Such a three-centre coordination would as an additional advantage mean that women and girls could be temporarily released from their child-care duties, which now often constitute unsurmountable obstacles for literacy training and educational progress.

Further arguments for the integration of certain educational functions, which are now split up on different authorities and bodies, can be deduced from the need to strengthen the NFE administrative machinery. Particularly at district/sub-district level that machinery is vital in order to establish and maintain procedures for supervision of teachers and centres, adherence to financial regulations, delivery of teaching material and general coordination. Being far from complete, the system, among other things, still suffers from understaffing and shortage of transportation means. Supervision and monitoring of the programme often appear irregular and erratic. One solution to the problems lies in an expansion and qualitative improvement of the machinery per se (e.g. more and better trained and equipped supervisors). Another solution lies in a pooling of administrative resources from various educational sub-sectors, first of all the formal, the non-formal, and the adult education sub-sectors. The two approaches are in no way adversary to each other, but supplementary. The team would like to recommend the consideration of such pooling and sharing on equal terms of existing administrative resources.

7) The time-lag problem mentioned in item 2, is particularly pronounced when it comes to girls and their enrolment. The reasons why so little has been achieved are many. One is the fact that the majority of instructors recruited so far are male. Another one, as mentioned in item 5, is the shortage of pre-school and child-care facilities, by which the often very heavy burden on girls within the age-group 6-14 years to take care of their younger brothers and sisters could be temporarily eliminated. Against that background, the drive now launched in many States on posting female instructors and on opening separate girls centres will be important steps. It may be mentioned here, that the term "girls' centres" may have varying connotations, from meaning a centre where all the students are girls - which is the kind of centres proposed to be financed 1983-85 by SIDA - to meaning a centre where a majority of the students are girls. The team feels that both types of centres are feasible but would like to stress

the importance of not drawing up too strict lines of demarcation between the training of boys and girls. With due recognition of the fact that different demands do exist, the team would advocate a common basis or an introductory common core curriculum for boys and girls.

Irrespective of how the more operational programme for the drive on the enrolment of more girls may be formed, the team was encouraged by the ambition exhibited by most officials met. The team also noted that the next Five-year Plan is likely to document and give the final impetus to that drive.

8) Cutting across the boys/girls dichotomy, the rural children and the Scheduled Castes Tribes children constitute very important target groups. Although more comprehensive statistical evidence has been hard to obtain, the team's impression is that the authorities are very much aware of the needs and demands among those groups and that strengthened efforts are being made. For such children, coming from the weaker section of the society, the possibility of introducing schemes of the Earn-while-you-learn type seems particularly worthwhile to ponder. Such schemes would increase the motivation for education among both children and parents. It would also make the centres more self-supporting as regards basic teaching equipment and facilities. Since among the instructors there are some who are trained and work as craftsmen, there exists already a certain teaching potential for many Earn-while-you-learn activities, e.g. tailoring, carpentry, masonry, weaving, sericulture and dairy. The possibility of engaging villagers with a teaching capacity in respect of one craft/trade or the other represents another way to promote an income-earning component of the NFE Programme which is likely to be met with enthusiasm by its beneficiaries.

9) Not the least because of the increasing stress on girls' enrolment (c.f. item 7), the training of instructors remains a vital issue within the further planning and implementation of the NFE. Introductory training as well as continuous/recurrent training are necessary pre-requisites, and the team reiterates its recommendation in the 1982 report on strengthened efforts on that point. As regards the contents of the training, the need is acknowledged to familiarize the trainees with administrative routines, survey methods, registration, evaluation, etc. Equally important, however, is the demand for understanding and skills among the instructors as regards curriculum matters and teaching methods. To strike the right point of balance between those two main training components, administrative and pedagogic, is admittedly not an easy task within the present restricted time-frame (at best some ten days totally, and distributed over a two-year period with preponderance given to the first year session). An extended time-frame and a more recurrent type of training, where the pedagogic elements also come to the fore, therefore seems advisable.

In the 1982 Report concern was expressed about the then rather insufficient training of administrative personnel. The report recommended, among other things, seminars and meetings cutting across regions, states, and different levels within

the hierarchy of decision-makers and executives. During the present mission initiatives as well as some achievements along those lines have been observed.

10) As regards physical facilities (e.g. localities), teaching materials (e.g. functional NFE text books, proper size of print, relevance of illustrations), and equipment (e.g. lighting), the efforts made since the former SIDA mission have resulted in some improvements regarding the conditions for teaching and training. Still there is, however, in some areas at least a shortage of text books, and a less than adequate supply of other materials. The team considers it to be a very detrimental factor if the children, upon having been in due forms surveyed, mobilized, and registered, will have to await for long periods receipt of their basic requisites. Since the team saw examples of such situations as indicated here, it holds the opinion that, among other things, the delivery system still needs to be improved and that personal initiative and responsibility among e.g. the NFE supervisors play an important role here.

11) To many parents and villages the NFE remains a new concept. If the Programme is to receive general acceptance, its aims and envisaged results must be fully explained to the public. Partly this is a matter of information where personal contacts but also mass-media could be used. It is, however, also a matter of giving the people concerned a feeling that they themselves have a share in the general responsibility as well as possibilities to influence the decision-making procedures. To that end an earlier recommendation on village NFE committees or reference groups deserves to be repeated. Perhaps a trial could be made in a restricted number of areas until further experiences have been gained as regards the best way of handling matters of cooperation between villagers and field personnel.

12) Last but not least, a comment that is closely linked with one of the key-concepts of the NFE programme, namely flexibility. The team would like to question the observed strict adherence to 25 as the number of children to be accepted in a centre. The fixed figure represents a suitable number but should not be looked upon as something sacred. There may be a few additional youngsters in the village who want to have access to NFE education. Such keen children should be added to those children enrolled at the centre. The additional number, if within limits, can hardly cause any deterioration in the standard of the centre.

5 THE PROJECT FOR SWEDISH SUPPORT TO THE NON-FORMAL EDUCATION PROGRAMME

## 5.1 THE AGREEMENT OF 1980

Under an Agreement signed 21 January 1980, The Government of Sweden, through SIDA, provides a grant of SEK 75 million for the period 1979/80 - 1983/84, in support of India's Programme for Non-Formal Education for Elementary Age-Group Children. The Swedish contribution should be used for the procurement of paper for the production of educational materials. The funds from Sweden could also, in consultation with SIDA, be used for other purposes connected to the NFE Programme.

The Project Description on Support to the Indian National Programme for Non-Formal Education which was annexed to the Agreement estimated that during 1978 - 1983 the number of non-formal education centres/instructors would be 256 670 and the total enrolment in the centres would be 8.8 million. On the basis of these estimates, the quantity of paper required for all learning materials for the non-formal education programme was calculated at 18 750 metric tons, phased in the following way:

| <u>Year</u> | <u>Paper requirement</u> | <u>Estimated cost*</u> |
|-------------|--------------------------|------------------------|
| 1979/80     | 800 tons                 | SEK 2.5 million        |
| 1980/81     | 2 400 tons               | SEK 7.5 million        |
| 1981/82     | 4 000 tons               | SEK 14.0 million       |
| 1982/83     | 5 450 tons               | SEK 21.0 million       |
| 1983/84     | 7 000 tons               | SEK 30.0 million       |
| Total       | 18 750 tons              | SEK 75.0 million       |

\* Estimates based on a cost of SEK 3 000 per ton C & F in 1979/80 and an annual increase of approximately 10 %.

## 5.2 UTILIZATION OF SWEDISH FINANCIAL ASSISTANCE: PROCUREMENT OF PAPER

The Specific Agreement regarding SIDA support to the Non-Formal Education Programme states that, in accordance with the expressed wish of the Government of India, the funds provided by Sweden shall be used, first and foremost, to cover a need of about 20 000 metric tons of paper and newsprint to be used by all States/Union Territories for printing learning and instruction material for the NFE Programme.

Although the Agreement was signed and operational in January 1980, it was only towards the end of 1980 that a scheme under the Sixth Plan for 1980 - 1985 for extending commodity assistance to all States and Union Territories in the form of paper could be finally approved. Annual disbursements have been made on four occasions by Sweden:

|         |                  |
|---------|------------------|
| 1979/80 | SEK 2.5 million  |
| 1980/81 | SEK 9.3 million  |
| 1981/82 | SEK 14.0 million |
| 1982/83 | SEK 21.0 million |
| Total   | SEK 46.8 million |

The task of procuring paper from the international market (or from India if Indian paper was available at competitive prices) was entrusted with the State Trading Corporation (STC), a public sector undertaking. Through the STC, the Government of India has procured paper in three instalments for funds disbursed by Sweden. For the amounts disbursed so far, 12 650 MT of paper and newsprint have been procured. The break-up of the three varieties of paper procured is as below:

|                                 | 1979-80<br>1980-81 | 1981-82 | 1982-83 |
|---------------------------------|--------------------|---------|---------|
| 1 Mechanically Glazed Newsprint | 2 300              | 2 875   | 3 900   |
| 2 Art Card                      | 320                | 400     | 550     |
| 3 Offset printing paper         | 580                | 725     | 1 000   |
| Total (mts)                     | 3 200              | 4 000   | 5 450   |

A detailed list giving further particulars about the allotments of paper to each of the States/Union Territories is available with the mission team. For the sake of saving space, the list is not copied in this report.

### 5.3 UTILIZATION OF SWEDISH FINANCIAL ASSISTANCE: OTHER PROGRAMME SUPPORT

Already in the concluding meeting of the April 1982 project consultations the Government of India enquired whether SIDA might accept a de-linking of its financial assistance from the procurement of paper. As the proposal of restricting SIDA's support to financing of only paper had originated from the Government of India, whereas SIDA had taken a more open view as to the components in the programme which could be supported, it was felt by the team that such a de-linking might be acceptable to SIDA. The discussions in April 1982 have been followed by further talks and by a formal, detailed request by the Department of Education to SIDA for alternative use of remaining Swedish funds under the allocation for the NFE Programme. In the request it is explained that with current levels of growth in the NFE Programme, paper already procured for the States/Union Territories would be sufficient to cover the needs throughout 1984/85, i.e. up to the end of the Plan period. In view of the discussions held in 1982, the Department of Education oriented its request towards some of the deficiencies identified by the Swedish mission, viz. inadequate coverage of girls and strengthening of middle-level programme supervision. The request forwarded by the Department of Education had the principal support of the Department of Economic Affairs (DEA): continued Swedish support to the NFE Programme beyond June 1984 was included in DEA's "Request for bilateral assistance for the period beginning 1 July 1983", a document submitted to SIDA on 31 January 1983. The same request goes on to say that the Programme activities could be expanded to include a management/supervision component and increasing the participation of girls in the Programme.

Following discussions with the Central Government in New Delhi and visits to the States of Andhra Pradesh and Uttar Pradesh, the Swedish review team has taken a stand favouring

Swedish support on a fixed level to the establishment in 1983/84 of separate NFE Centre for girls in the nine educationally backward states.

Paper supply in 1984 to the Programme for Comprehensive Access to Primary Education (CAPE), undertaken by the NCERT with assistance of UNICEF, is also proposed to be covered from remaining Swedish funds for support to the NFE Programme. In fact, the latter recommendation is not a novel proposal, as it has already been agreed between the Government of India and SIDA that approximately 1 500 MT of paper supplied in 1982/83 may be used by the States/Union Territories for the CAPE Project.

6 FEASIBILITY OF CONTINUED SWEDISH SUPPORT TO THE NON-FORMAL EDUCATION PROGRAMME6.1 SHORT-TERM CONTINUATION: REVISION OF TERMS AND DURATION OF PRESENT CO-OPERATION AGREEMENT

In January 1980, an agreement was signed between Sweden and India under which Sweden, through SIDA, made available SEK 75 million for the period 1979/80 - 1983/84 in support of the Non-Formal Education Programme for the Age Group 9-14. In view of the large quantity of paper required for the production of textbooks, the Government of India preferred to earmark the funds from Sweden for import of about 20 000 metric tons of newsprint and paper, the amount of paper being the estimated total requirement for five years implementation of the NFE programme in all States/Union Territories.

Due to, first, a downward revision of the targets for NFE enrolment which followed the change in Government after the January 1980 elections, and, secondly, a slower-than-planned implementation of Programme activities during 1980/81 and 1981/82, the paper requirements as shown in the Indo-Swedish agreement have been found to be over-estimated. Today, it is evident to the Government that the paper already supplied to all States/Union Territories, a total amount of 12 650 MT at a cost of approx SEK 47 million, is sufficient to cover the need for teaching and learning materials during the entire Plan period.

A Swedish team, reviewing the NFE co-operation in March/April 1982 recommended a de-linking of possible future Swedish assistance from the paper supply. The Government of India took note of the opinion and when the situation arose where paper was sufficiently provided to the States/Union Territories under funding from the first four years' disbursements from SIDA, the Government of India requested alternative use of the undisbursed balance of SIDA funds, i.e. approx SEK 28 million. Various components were mentioned for alternative funding, the major one being support to separate NFE Centres for girls in the nine educationally backward States, planned to be set up on a substantial scale in 1983/84 and 1984/85.

Out of the various proposals (the financing of girls' centres, support of additional administrative staff, purchase of vehicles, development of teacher/learning materials for middle level education, workshops/seminars/conferences and study tours), it is the Swedish team's considered opinion, based on actual programme performance, that it is the starting of girls' centres which is of first and foremost interest to SIDA. The Government of India, having made preparations and being anxious to start NFE Centres for girls as early as possible in 1983/84 to a number of 10 000 at the primary level, fully shares the priorities of the Swedish team.

It is therefore suggested that an amount of SEK 5 million, out of the undisbursed balance of SIDA funds, is set aside for financing the Central Government's share (i.e. 90 % of total costs) of 10 000 girls' centres to be opened between

1 December 1983 and 31 March 1984. The cost have been calculated on basis of the assumption that the annual cost of opening and running 10 000 centres is Rs 19 million (equivalent of approx SEK 15 million). Consequently, opening and running the same number of centres for four months would be approx SEK 5 million. Owing to some fixed costs (for materials and equipment), which have to be borne at the time of commencing activities at the centre, the costs may be calculated at a somewhat higher level. On the other hand, it is unlikely that all centres will be functioning from 1 December itself in which case savings would occur. It is assumed that these two contradictory forces balance each other.

Since development activities for the benefit of girls and women are pronounced priority areas for SIDA, it is further proposed that the Swedish support extended to the 10 000 centres to be opened in Indian Fiscal Year (IFY) 1983/84 should be continued though IFY 1984/85. The estimated amount required is SEK 15 million.

Outside the Programme components covered by the Government of India's written request to SIDA, there appears to be a need of external support to cover NCERT's requirement of printing paper for the acclaimed CAPE Programme. SIDA has already once approved, on GoI's request, the use of approx 1 000 metric tons of paper for the NFE Programme by the NCERT for the CAPE Programme. It is suggested that for 1984 another approx 1 000 metric tons of paper for the CAPE Programme be financed from remaining SIDA funds at an estimated cost of approx SEK 8 million.

The above proposal calls for an extension of the current co-operation agreement by twelve months, up to 30 June 1985. At the same time the periodicity of disbursements need to be revised. It is proposed that the funds for NCERT's paper requirements, as well as the funds for establishing and running NFE Centres for girls up to 31 March 1984, i.e. SEK 13 million, be disbursed immediately upon completion of an exchange of letters regarding the revision of the co-operation Agreement and along the lines proposed here. A second disbursement, in respect of funds for six months' running of 10 000 girls' Centres, i.e. SEK 7.5 million, could then be made by SIDA following a separate request by the GoI in April 1984. This second disbursement should be conditional and based on the number of girls' centres already started/planned to be started in the next six months. The third and final disbursement of SEK 7.5 million would be made in October 1984 on the basis of the same principles as these covering the second disbursement.

Finally, it is proposed that a Swedish mission should again visit India in September/October 1984 to study the NFE Programme. Special emphasis should then be given to the implementation of activities for education of girls and to the general prospect of continuing Sweden's support to the NFE Programme.

## 6.2 LONG-TERM CONTINUATION: A POSSIBLE SECOND PHASE OF SWEDISH SUPPORT TO THE NFE PROGRAMME

There can be little doubt about the principal value of education in development. There should be even less doubt if the educational efforts are directed towards weaker sections of the community like the rural poor and, among them, the females. Any reluctance within SIDA to entering a new phase of support to the NFE Programme with special emphasis on the running of girls' centres will have to be based on other reasons than those mentioned. Actual performance under the Programme in 1983/84 and 1984/85 may be such a reason, and here a proposed consultation in September/October 1984 should come up with guidance. SIDA's resources for participating as a more active partner than in the past in the implementation of a new project, is another reason. Finally, the Government of India will next year come forward with proposals for the Seventh Five Year Plan which will have a strong impact on the priorities and patterns of educational efforts 1985 - 1990. The plan priorities will, of course, also have an important influence on SIDA's stand.

In addition to the coverage of performance aspects of the NFE Programme, the terms of reference for the Swedish team, proposed to visit India in September/October 1984, should be formulated in such a way that the mission report would provide SIDA with the necessary information to prepare an "idea memorandum", the formal platform for a principal decision by SIDA as to whether preparations for extended co-operation should be continued or not.

If continued preparations are found worthwhile by SIDA, an appraisal team could visit India in early 1985 to prepare the outline of a long-term co-operation project document. Considering SIDA's guiding principles for development co-operation with India, some prominent features of a possible new project in the area of non-formal education can be identified already today. In addition to the features stated in the Indo-Swedish Development Co-operation Agreement (long-term support to large national or state-level projects oriented towards the weaker sections) the following features can be stated:

- the project should concentrate on girls' education
- the project should be area-based, i.e. concentrated to activities in one or two States (possibly States where other SIDA-supported activities are already under implementation or preparation)
- the project should provide for enhanced and continuous Swedish participation in follow-up of project implementation, preferably with the help of a resident Swedish "co-ordinator" and institutional Swedish consultants for back-stopping support and participation in regular project reviews
- the project should preferably allow for participation Non-Governmental Organizations working in non-formal education.

## SWEDISH REVIEW MISSION FOR THE EVALUATION OF THE NON-FORMAL EDUCATION PROGRAMME

Background

In January 1980, an agreement was signed between Sweden and the Government of India, represented by the Ministry of Education. Under this Agreement, the Government of Sweden through the Swedish International Development Authority (SIDA) made available on a grant basis, a total amount of 75 million Swedish Crowns for the period 1979-1984, in support of the Non-Formal Education Programme for the Age-Group 9-14 (NFEP). In view of the large quantity of paper required for the production of textbooks, the Government of India is utilizing this assistance for the import of about 20 000 metric tons of paper.

A review (mid-term consultation) of the NFEP, including Swedish support to the Programme, was carried out in March/April 1982. The findings have been presented in a report ("The Indian Non-Formal Education Programme. An evaluation" by O Österling and J Persson).

As the present agreement terminates on 30 June 1984 and as the Indian Government has indicated that it would welcome a prolongation of Swedish support to the NFEP, it has been agreed that a SIDA mission should visit India for consultations in October 1983.

Purpose of the Mission

The Mission shall study the progress of the Non-Formal Education Programme for the Age-Group 9-14 and the plans for its continued implementation. The team shall also study the distribution and utilization of the paper imported under the financial assistance by Sweden. The Mission shall also examine the features and prerequisites of a possible extension of Swedish support to the Programme and indicate what specific contribution to the Programme Sweden might make in a short-term as well as a long-term perspective.

Duties

Through visits to representative samples of educational institutions, discussions with the Indian authorities concerned as well as the study of relevant documents, the Mission shall:

- 1) Study the progress of the NFEP 1980-1983, in particular during 1982 and 1983. Special attention should be given to the participation of girls in the Programme.
- 2) Undertake a follow-up of findings and recommendations made in the report resulting from the mid-term consultations in March/April 1982.

3) Make proposals for the utilization of the estimated surplus of 28 million SEK from the NFEP at the termination of the present Agreement on 30 June 1984, bearing in mind the suggestions made by the Ministry of Education in its letter of 23 August 1983.

4) Also study the process of the procurement, distribution and utilization of the paper, financed by Sweden 1982-1983.

5) Investigate the feasibility of Swedish support to the NFEP after 30 June 1984, and suggest the possible extent, design and composition of such support.

An outline of report, in English, shall be prepared during the stay in India and presented to the Government of India and to SIDA at the end of the visit. The final version of the report shall be completed not later than 30 November 1983.

#### Members of the team

The team will consist of Dr Olle Österling, Vice Chancellor of the Stockholm Institute of Education, Mr Jöroen Persson and Ms Gunnel Mellbring, Senior Programme Officers, SIDA, Stockholm, and Mr Claes Benedich, Senior Programme Officer, DED, New Delhi.

#### Duration

Three weeks, during the period 24 October - 11 November 1983.

#### Costs

The costs for the Review Mission will be borne by SIDA.

## PROGRAMME FOR CONSULTATION: SWEDISH SUPPORT TO THE NON-FORMAL EDUCATION PROGRAMME (9-14 YEARS), 24 OCTOBER - 12 NOVEMBER 1983

|                         | <u>Forenoon</u>   | <u>Afternoon/Evening</u>   |
|-------------------------|---|--|
| Tuesday<br>25 October   | Arrival at Delhi of Mellbring/Österling/Persson from Sweden                                       | State Trading Corporation of India (STC): lunch and meeting with Mr A M Desai, Chief Marketing Manager, and others   |
| Wednesday<br>26 October | UNICEF: meeting with Mr A Tosh, Principal Officer, and Mr D O'Dell, Programme Officer (Education) | National Council of Educational Research and Training (NCERT): meeting with Dr P L Malhotra, Director, Professor P N Dave, and others  |
| Thursday<br>27 October  | Department of Education: meeting with Mr P K Patnaik, Joint Secretary, and others                 | Flight IC 403 to Hyderabad 1530-1745   |
| Friday<br>28 October    | Visits to Golconda and other sites in the vicinity of Hyderabad                                   | Travel by road to Warangal; Visits to NFE Centres in Parkal Block, Warangal District   |
| Saturday<br>29 October  | Travel by road to Hyderabad   | A P Department of Education: meeting with Mr K S R Murthy, Education Secretary and others; Visits to NFE Centres in Rangareddy District  |
| Sunday<br>30 October    | Travel by road to Achampet, Mahbubnagar District  | Discussions with District Education Officer, Mahbubnagar, and Supervisor, Achampet Block; Visits to NFE Centres in Achampet Block, Mahbubnagar District  |
| Monday<br>31 October    | Travel by road to Nagarjunasagar  | Discussions with District Education Officer, Nalgonda; Visits to NFE Centres in Devarkonda Block, Nalgonda District  |
| Tuesday<br>1 November   | Travel by road to Hyderabad   | Lunch hosted by the Commissioner for Education (Schools), Government of A P; A P State Council for Educational Research and training (SCERT): meeting with Mrs F Nightingale, Director, and others; Flight IC 404 to Delhi 2020-2215 |
| Wednesday<br>2 November | Internal consultations  | Internal consultations   |
| Thursday<br>3 November  | Department of Education: meeting with Mr P K Patnaik, Joint Secretary                             | Internal consultations; Dinner hosted by the NCERT   |

|                         |  |  |
|-------------------------|--|--|
| Friday<br>4 November    | Preparation of draft report  | Preparation of draft report  |
| Saturday<br>5 November  | Preparation of draft report  | Preparation of draft report  |
| Sunday<br>6 November    | Preparation of draft report  | Preparation of draft report:<br>Flight IC 435 to Lucknow 1720-1815   |
| Monday<br>7 November    | U P State Council for Educational Research and Training (SCERT); meeting with Dr G M Prakash, Director, and others         | U P Department of Education: meeting with Mr P K Shukla, Director of Education, and others. Visits to NFE Centres in Nawabganj Block, Unnao District |
| Tuesday<br>8 November   | UNICEF: meeting with Mr S Dasgupta, Zonal Representative. Discussions with District Education officials, Lucknow District  | Visits to NFE Centres in Raebareilly District  |
| Wednesday<br>9 November | Travel by road to Ganeshpur, Barabanki District; visit to Government Normal School (Teacher Training Institute), Ganeshpur | Visits to NFE Centres in Barabanki District; Return by road to Lucknow. Dinner hosted by UP Minister of Education, Mrs Swaroop Kumari Bakshi         |
| Thursday<br>10 November | Flight IC 410 to Delhi 1050-1145   | Internal consultations   |
| Friday<br>11 November   | Department of Education: final meeting with Mr P K Patnaik, Joint Secretary, and others                                    | Lunch hosted by Mr P K Patnaik, Joint Secretary; Preparation of draft report   |
| Saturday<br>12 November | Departure from Delhi of Mellbring/Dsterling/Perason for Sweden   |  |



2. Non-formal Education teacher.

The Education Division at SIDA initiates and implements a large number of studies regarding education and training, especially in SIDA's programme countries.

In order to make these studies more readily available, they will be published in a series called "Education Division Documents".

Included in this series:

- X No.1: "Education and Training in Sri Lanka" by O.Engquist, L.Jivén, K.Nyström
  - ✓ No.2: "Education and Training in Botswana 1974-80" by J.O.Agrell, I.Fägerlind, I.Gustafsson
  - ✓ No.3: "The Indian Non-Formal Education Programme" by O.Österling, J.Persson
  - X No.4: "Education and Training in Bangladesh" by A.Gorham, J.I.Löfstedt
  - ✓ No.5: "Education in Guinea-Bissau 1978-81" by R.Carr-Hill, G.Rosengart
  - ✓ No.6: "Institutional Co-operation between The University of Zambia and The University of Luleå 1976-82" by K.Chitumbo, S.Ray
  - ✓ No.7: "Mobile Vocational Training Units" by K.Larsson
  - ✓ No.8: "Technical and Vocational Teachers College, Luanshya, Zambia" by O.Éklöf, M. de Beer, J.Fisher, K.Ruuth-Bäcker
  - ✓ No.9: "Adult Education in Tanzania" by A.I.Johnsson, K.Nyström, R.Sundén
  - X No.10: "Evaluation of the Activities of the Southern African Team for Employment Promotion (SATEP)" by B.Karlström, A.Read
  - X No.11: "Education in Ethiopia 1974-82" by P.Gumbel, K.Nyström, R.Samuelsson
  - X No.12: "Education in Zambia. Past Achievements and Future Trends." by I.Fägerlind and J.Valdelin
  - X No. 13: "Non-Formal Training Programmes for Rural Skill-Development", by Alex Gorham
- First published November 1980

✓ 14

✓ 15