

ADULT AND NON-FORMAL EDUCATION

(Item No. 19)

Tamil Nadu is the second most literate State (with 63.72% of the state's population of 7 years and above) in the Southern States next to Kerala in terms of literacy rate as per the 1991 Census. The male literacy rate is 74 % and female literacy rate is 51%. The above statistics also reveal that nearly 36% of the state's population (7 years and above) are non- literates.

02. The Gender gap in the literacy rate (female literacy minus male literacy rate) of the persons of 7 years of age and above in Tamil Nadu works out to(-)23 as against the all India rate of(-)24. Further children in the age group of 6-10 years in schools, as per 1992-93 status comes to 10.31 lakhs. Gender gap in enrolment and drop out for students in Urban Areas (Female rate minus male rates are(-)25 and(-)1 respectively). In case of disadvantaged groups like, SC/ST, the gender gap in enrolment for SC is(-)15 and for ST is(-)23 (Female minus Male rates).

03. Though the State's average literacy is above the national average, there are districts with literacy rate below the national average. The literacy rate vary from 46% in Dharmapuri District to 82.1% in Kanyakumari District. There is contiguous low literacy belt consisting of 5 districts namely, South Arcot Vallalar, Thiruvannamalai Sambuvarayar, Dharmapuri, Salem and Periyar. The other major low literacy area includes Thanjavur, Tricharapalli,Dindigul and Madurai Districts. In other words, 7 districts fall within the range of 40-60 % literacy rate and 12 Districts in the range of 60-80% and 2 districts,namely Chennai and Kanyakumari are at the top with more than 80% literacy rate. This shows the regional disparity in literacy rates.

Programme details:

04. The problem of low literacy has been sought to be tackled through special programme namely, 'Total literacy campaign' and 'Post literacy campaign'. These Schemes are implemented in Tamil Nadu since 1992, through the District Literacy Councils registered under the Societies Registration Act, headed by the District Collector as Chairman. The expenditure are shared by the Central and State Government in the ratio of 2:1. The main objective of "Total Literacy Campaign" (TLC) is to make all non- literates in the age group of 15-35 years into literates within a period of one year. For providing continuing education to the neo- literates and retention of their skills acquired at the basic literacy stage, the Post Literacy Campaign (PLC) is being implemented from 1995-96. Starting Village level libraries, provision of structured non formal education programme for (9-14) age group, thus bringing them back to mainstream of formal education, family counsolling and free legal cell at Block level are some of the special features of the Post Literacy Campaign. So far a total sum of Rs.44.43 Crores under TLC and Rs.16.78 Crores under PLC have been utilised. So far, 76 lakh non- literates and 56 lakh dropouts/neo- literates have been enrolled under TLC and PLC respectively.

05. The village field co-ordinators viz. the Village Administrative Officers, Noon Meal Organisers, Child Welfare Organisers, Panchayat Clerks and Public Distribution Employees and the like individually meet the illiterates, motivate them, arrange them into batches and arrange for the volunteer instructors and to meet them and conduct the literacy classes. The teaching programme takes 6 months duration to cover the three levels of primers prescribed by the National Literacy Mission. The District Project Co-ordinator and Central Programme Co-ordinators at District level; Block/Municipal/ Township Project Co-ordinators and Assistant Project Co-ordinators at Block level; Village/Ward field Co-ordinators and convenors at Panchayat/Village level are engaged to organise and monitor the District Literacy campaign at various levels. Besides this, District Executive Committee,training and curriculam,mobliisation, motivation and communication, monitoring and evaluation committees, District Level sub-committees, Panchayat Union/Municipal Committee, Village/Ward Committee are also formed to co-ordinate and manage the activities of the Total literacy/ Post Literacy Campaigns in their jurisdiction. However, the District Collector, being the Chairman of the District Literacy Council is over all incharge for implementation of the TLC/PLC in the District. In many of the Districts, the TLC have been completed and the Post Literacy campaign have been started for continuing the education of neo-literates in the rural and urban areas.

06. Educational Volunteer Service scheme is a State Government sponsored non formal education scheme linked with propaganda campaign of prohibition, is implemented from 1993-94 onwards. So far, about 41,295 unemployed youths benefitted by this scheme. A sum of Rs. 24.90 Crores have been incurred.

07. Special Non-formal education scheme is funded by Centre and State in the ratio of 2:1. It is implemented for the benefit of the children working in match and fire works factories at Kamarajar, V.O.Chidambaranar, North Arcot Ambedkar Districts and at Chennai city slums at an annual estimated cost of Rs. 70.80 lakhs. So far, 17557 drop outs/non starters have been benefitted under this scheme.

08. In addition to the above scheme, a Special Scheme for Tribals, mainly for the benefit of Tribals living at Kolli Hills, Yearcaud Hills, Kalrayan Hills, Javadu Hills and Pachai Malai Hills is implemented from 1992-93 onwards. 2000 adult illiterates and 2000 drop out children in the age group of 6-14 years are the targetted beneficiaries under this scheme. In the first phase, 4176 drop outs and non starters were benefitted under this scheme.

09. The Total Literacy Campaign is being taken up in the State through a Society registered in 1992, under the Societies Registration Act, called as District Literacy Councils (Arivoli Iyakkam). This Council is predominantly official oriented with District Collector as Chairman and Personal Assistant (Panchayat Develoment) to the Collecor as the Member Secretary.

10. Total Literacy Campaign is a mass movement where the cooperation of the public is essential for its success. Community participation is essential for better and faster implementation of this programme. The best agency with local knowledge, information and community participation in full, is the Panchayat Raj Institution. Therefore, the Group is of the view that District Literacy Council should be transformed to people's organisation from that of an official dominated body. Therefore, it is recommended that as an immediate step, the District Panchayat President may be made as the Chairman of the District Literacy Council and all the Panchayat Union Chairmen / Municipalities and Town Panchayat Presidents as its Members. District Adult Education Officer will be the Member Secretary. Necessary District level officers, required to give the technical input to the Council may also be made the Members of the said Council. The Bye-laws of the District Literacy Council have to be changed to accommodate the representatives of Panchayat Raj Institutions and Urban Local Bodies in the governing body of the Literacy Councils.

I. VILLAGE PANCHAYAT

<i>ACTIVITY</i> (1)	<i>ENTRUSTMENT OF POWERS</i> (2)
1. Opening of Adult and non-formal education centres.	<ul style="list-style-type: none"> i) Survey of the Panchayat Village to estimate the drop outs (6-14) and non starters (15-35). ii) Campaign for full enrolment of dropouts and non starters in the non-formal education centres/circles/Thodar Kalvi Nilayams. iii) Identification of (a) learners, volunteer instructors, master trainers, convenors and (b) Non-formal education circles/centres. iv) Counselling parents for sending dropout/non starter wards to the non-formal education centres. v) Monitoring the adult and non-formal education programme implementation.
2. Management of Educational Infrastructure.	<ul style="list-style-type: none"> i) To maintain the non-formal and adult education infrastructures through the Village Panchayat Committee. ii) Maintenance of Non-formal Education Centres/Circles and Village Libraries under Post Literacy Campaign schemes etc.

II. PANCHAYAT UNION

<i>ACTIVITY</i> (1)	<i>ENTRUSTMENT OF POWERS</i> (2)
1. Management of Non-formal Education Centres/Thodar Kalvi Nilayams.	<ul style="list-style-type: none"> i) Organise campaign through Panchayats for full enrolment of dropouts, non-starters, neo-literates etc. in the non-formal education centres/Thodar Kalvi Nilayams for continuing education. ii) Promotion of new non-formal education centres, village level libraries under Post Literacy Campaign programme and strengthening of Thodar Kalvi Nilayams (JSNS) network to prevent relapse of illiteracy among those already educated (dropouts etc.) iii) Procurement and distribution of learning and teaching materials to the Non-formal Centres/Thodar Kalvi Nilayams through village Panchayats. iv) Supervise the functioning of NFE Centres/Thodar Kalvi Nilayams and Village Libraries (Post Literacy Campaign). v) To undertake the construction of Non-formal and adult education centre buildings and to transfer the same to village Panchayats for maintenance.
2. Personnel Management.	<ul style="list-style-type: none"> i) Organise a system of supervision of supervisors, Assistant Project co-ordinators and Block co-ordinators etc. (Block level Adult and Non-formal Education including Total Literacy Campaign Schemes). ii) Disbursement of honorarium to the volunteer Instructors, master trainers, conveners, supervisors etc. directly or through Village Panchayats.
3. Review of scheme Implementation.	<ul style="list-style-type: none"> i) Undertake periodic review of schemes implementation through Standing Committee on Education.

III. DISTRICT PANCHAYAT

<i>ACTIVITY</i> (1)	<i>ENTRUSTMENT OF POWERS</i> (2)
1. Planning and Monitoring of Adult and Non-formal Education.	<ul style="list-style-type: none"> i) Prepare status paper and plans for achieving full literacy in the district and periodic conferences to review progress and mobilise support. ii) Monitoring and Evaluation of the performance of the non formal and adult education scheme through its standing committee on education, and/or in other ways. iii) Coordination with Adult and Non Formal Education Department, for improving the functioning of Non Formal Education Centres and taking action on the basis of reports received from Village Panchayats/Panchayat Unions.

Administrative Implications

11. Total Literacy Campaign/Post Literacy Campaign, Educated Volunteer service scheme, Special Non-formal scheme for the children working in match and Fire Works Factories, Special scheme for Tribals, Shramik Vidyapeeth, Aided Non-formal Education Centres run by NGOs are the various Adult and Non-formal Education schemes implemented in Tamil Nadu. As elsewhere in the Country, so in Tamil Nadu, a number of NGOs played a notable role in highlighting the need for such programmes and demonstrating their efficacy through practical projects. To boost it further, the Government also took some decisive steps. The Directorate of Adult and Non-formal Education was formed in the year 1976. Subsequently in the year, 1979 this department was strengthened at district level by appointing One District Adult Education officer in each Revenue District to look after the Adult and Non-formal Education schemes implemented in the Districts, leaving no supporting staff at Block and Village level.

12. The Total Literacy Campaign/Post Literacy Campaign are implemented through the District Literacy Councils, a Registered Society headed by the District Collectors as Chairman. At block level, the Block level committee consisting of Block Project Co-ordinator, Central Programme Co-ordinator etc., control and monitor the Total Literacy Campaign.

13. TINP Co-ordinator, Revenue Inspector, Rural Welfare Officers, representatives from Agriculture Department and Agriculture Engineering Departments at the Block level are the co-ordinating members of Block level committee involved in these schemes. At village level, the Village Administrative Officers, Noon Meal Organisers, Child welfare organisers, Panchayat Clerks, PDS Employees are the Village field Co-ordinators and also as member of Village Level Education Committees, involved in the implementation of the schemes in the field.

14. In the present system, though adequate funding was done on the Total Literacy Campaign / Post Literacy Campaign and other literacy schemes, the real benefit of these schemes have not adequately reached to the targeted groups as expected, due to lack of institutional support of representative community institutions and lack of a full-time Adult Education Machinery for this programme at the Block level. These deficiencies will be made up by involvement of the Panchayats by making the Village Panchayat President as Chairman of all Village level Education Committees formed at Village level. Likewise, the District Panchayat Presidents are to be designated as Chairman and District Adult Education officers as Member-Secretary of the District Literacy Council and other District level Education Committees formed under Adult and Non-formal Education Programmes implemented in the Districts. A Block level regular Adult Education machinery viz. Block Assistant Adult Education Officer be created to provide administrative back up for this programme. In the State Level Literacy Mission Authority, District Panchayat Presidents will be members for participation of people's representative in the implementation of TLC and PLC.

Financial Implication

15. The Budget provision for Non-formal and Adult Education for 1996-97 is Rs.725.88 lakhs comprising of Rs.24.15 lakhs under Non Plan; Rs.448.46 lakhs under plan; Rs.232.01 lakhs under the Centrally Sponsored Scheme (Govt. of India - 100%); and Rs.42.52 lakhs under CSS 50:50 (Full cost shown). A substantive portion of the budget allocation is meant for salary/honorarium paid to project Co-ordinators, Teachers, Volunteer Instructors and Master Trainers. The State Planning Commission group has suggested that disbursement of honorarium to the Volunteer Instructors / Master Trainers, Convenors / Supervisors etc should be made by the Panchayat Raj Institutions. Hence, it would be desirable to evolve a system of grant in aid to be paid to the Panchayat Raj Institutions for the effective functioning of the Non-formal and Adult Education Programme. It is assumed that the State Finance Commission would have also made recommendations on the norms and quantum for providing grant in aid for the Educational programmes, including Non-formal and Adult Education Programme.

Legal Implications

16. As per the guidelines issued by the Government of India, the Government of Tamilnadu have constituted a State Literacy Mission Authority (TNLMA) as per G.O.Ms.No.745, Education (V-II) Dept. Dt.20.8.1992. The TNLMA consists of a council and an executive committee. The State Planning Commission Group recommends that necessary amendments be made in the said G.O, keeping in view the emergence of Panchayat Raj Institutions in the State, by giving representations in the TNLMA to the Presidents of the District Panchayats and some of the Presidents of the Panchayat Unions.

17. In the district, the Total Literacy Campaign is implemented through the District Literacy Council headed by the District Collector, which is registered under the Societies Registration Act. The State Planning Commission Group recommends that the bye-laws of the District Literacy Council be suitably amended to accommodate in the District Literacy Council, the District Panchayat President as its President; Chairman of the District Planning Committee as the Co-Chairman of the District Literacy Council and the representative of Urban Local Bodies and Rural Local Bodies and representatives of the NGOs, as members of the said Council / Governing Body, apart from others. The District Adult Education Officer may be nominated as Member Secretary.