

NLM - An Introduction

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The Census 2001 provisional reports indicate that India has made significant progress in the field of literacy during the decade since the previous census in 1991. The literacy rate in 2001 has been recorded at 64.84% as against 52.21% in 1991. The 12.63 percentage points increase in the literacy rate during the period is the highest increase in any decade. Also for the first time there is a decline in the absolute number of non-literates during the past 10 years. The total number of non-literates has come down from 328 million in 1991 to 304 million in 2001. During 1991-2000, the population in 7+ age group increased by 176 millions while 201 million additional persons became literate during that period. Out of 864 million people above the age of 7 years, 560 million are now literates. Three-fourths of our male population and more than half of the female population are literate. This indeed is an encouraging indicator for us to speed up our march towards the goal of achieving a sustainable threshold literacy rate of 75% by 2007.

The Census 2001 provisional figures also indicate that the efforts of the nation during the past decade to remove the scourge of illiteracy have not gone in vain. The eradication of illiteracy from a vast country like India beset by several social and economic hurdles is not an easy task. Realising this the National Literacy Mission was set up on 5th May, 1988 to impart a new sense of urgency and seriousness to adult education. After the success of the area specific, time bound, voluntary based campaign approach first in Kottayam city and then in Ernakulam district in Kerala in 1990, the National Literacy Mission had accepted the

literacy campaigns as the dominant strategy for eradication of illiteracy.

Out of 600 districts in the country, 597 districts have already been covered under Total Literacy Campaigns. The number of continuing education districts is 328. The creditable performance of the National Literacy Mission received international recognition when it was awarded the UNESCO Noma Literacy Prize for 1999. The International Jury while selecting NLM for the prize recognised its initiation of the Total Literacy Campaigns and also its efforts in galvanising activities towards integration, conservation of the environment, promotion of women's equality, and the preservation of family customs and traditions. The Jury also appreciated the training imparted by NLM, the teaching learning material produced by it and the awareness created by it for the demand for raising both the quality and quantity of primary education.

The Bureau of Adult Education and National Literacy Mission under the Department of School Education and Literacy of the Ministry of Human Resource Development functions as the Secretariat of the National Literacy Mission Authority. The General Council of the NLMA is headed by the Minister of Human Resource Development and the Executive Council is headed by the Secretary (Elementary Education and Literacy). The Directorate of Adult Education provides necessary technical and resource support to the NLMA.

The National Literacy Mission was revitalised with the approval of the Union Government on 30th September, 1999. The Mission's goal is to attain total literacy i.e. a sustainable threshold literacy rate of 75% by 2007. The Mission seeks to achieve this by imparting functional literacy to non-literates in the 15-35 age group. To tackle the problem of residual illiteracy, now it has been decided to adopt an integrated approach to

[Total Literacy Campaigns](#) and [Post Literacy Programme](#). This means the basic literacy campaigns and post literacy programmes will be implemented under one literacy project called 'Literacy Campaigns an Operation Restoration' to achieve continuity, efficiency and convergence and to minimise unnecessary time lag between the two. [Post literacy programmes](#) are treated only as a preparatory phase for launching Continuing Education with the ultimate aim of creating a learning society.

In order to promote decentralization, the State Literacy Mission Authorities have been given the authority to sanction continuing education projects to Districts and literacy related projects to voluntary agencies in their States. The scheme of [Jan Shikshan Sansthan](#) or Institute of People's Education, previously known as the Scheme of Shramik Vidyapeeth was initially evolved as a non-formal continuing education programme to respond to the educational and vocational training needs of adults and young people living in urban and industrial areas and for persons who had migrated from rural to urban settings. Now the Institutes' activities have been enlarged and infrastructure strengthened to enable them to function as district level repositories of vocational and technical skills in both urban and rural areas. At present there are 221 Jan Shikshan Sansthans in the India.

Ever since its inception the National Literacy Mission has taken measures to strengthen its partnership with NGOs and to evolve both institutional and informal mechanisms to give voluntary organisations active promotional role in the literacy movement. Now under the scheme of [Support to NGOs](#) they are encouraged and provided with financial assistance to run post literacy and continuing education programmes in

well defined areas.

In order to revitalise, re-energise and expand the role of State Resource Centres, not only their number is being increased but also their infrastructure and resource facilities are being strengthened to enable them to play the role of catalytic agents in adult education. There are 25 State Resource Centres working across the country. They are mainly responsible for organising training programmes for literacy functionaries in the State and to prepare literacy material in local languages.

[The Directorate of Adult Education](#), a sub-ordinate office of the Department of School Education and Literacy has been entrusted with the task of [monitoring and evaluating](#) the various literacy programmes being launched under the aegis of the National Literacy Mission. It also provides technical and resource support to the NLM including media support to enable it to achieve its objectives.

The National Literacy Mission is laying great stress on vigorous monitoring and systematic evaluation of adult education programmes launched under its aegis in the country. It has developed and circulated guidelines for concurrent and final evaluation of the Total Literacy Campaigns and [Post Literacy Programmes](#). A comprehensive set of guidelines on continuing education have also been prepared. So far about 424 Total Literacy Campaign districts and 176 Post Literacy districts have been evaluated by the external evaluation agencies. So far 32 districts have been externally evaluated during continuing education phase. It is hoped that the new approach of evaluating literacy campaigns and Continuing Education Schemes will ensure complete transparency and enhance the credibility of the results and impact assessments.

The goals of the National Literacy Mission is to attain full literacy, i.e., a sustainable threshold level of 75 percent by 2007. The mission seeks to achieve this goal by imparting functional literacy

to non-literates in the 15-35 age group. This age group has been the focus of attention because they are in the productive and reproductive period of life. The total literacy campaign offers them a second chance, in case they missed the opportunity or were denied access to mainstream formal education

has been enlarged to include people in the age group 9 to 14 years, in areas not covered by the non-formal education programme, to ensure that the benefits of TLCs are made available to out-of-school children as well.

Special care is taken to bring disadvantaged groups like women, scheduled castes and tribes and backward classes into the programme. The basic objective is to create a generation which will ensure that their children are educated, to realize the dream of Education For All.

NLM OBJECTIVES: In quantitative terms, the Mission seeks to impart functional literacy to all non-literate persons in 15-35 age group.

In qualitative terms, functional literacy implies:

- Self-reliance in [3 R's](#)
- Becoming aware of the causes of deprivation and moving towards amelioration of their condition by participating in the process of development
- Skill improvement to improve economic status and general well being.
- Imbibing values of national integration, conservation of environment, women's equality and observance of small family norms etc.

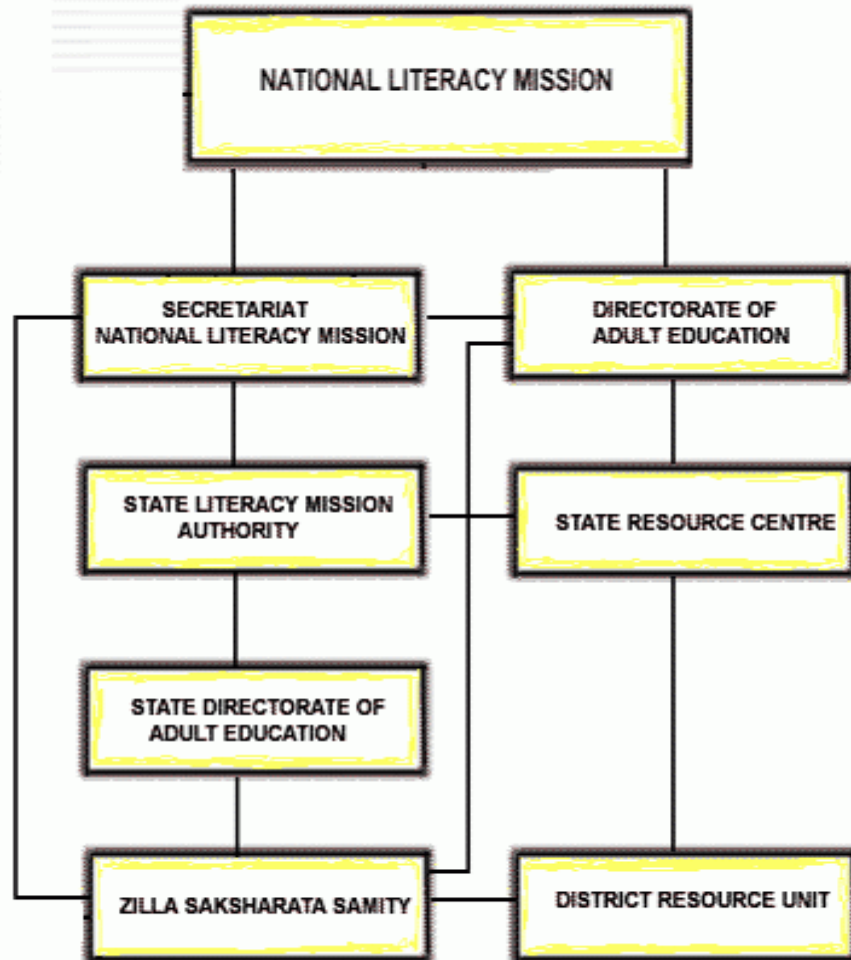
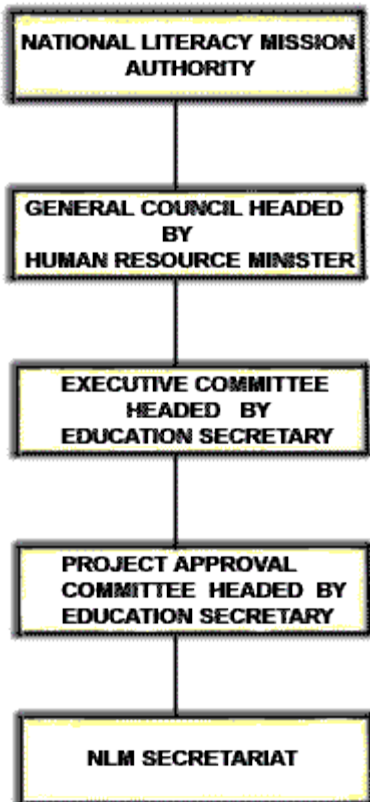
GOALS FOR XIth PLAN:

- Target for XIth plan-85% Literacy rate.
- Reduction in gender gap in literacy to 10%.
- Reduction of regional, social and gender disparities.
- Use of ICT for Literacy.
- New models of Continuing Education.

THE NLM MANAGEMENT STRUCTURE

The National Literacy Mission has a three-tiered structure. At the apex is the National Literacy Mission Authority supported by the Directorate of Adult Education, which controls the programme at the national level. The State Literacy Mission Authority directs activities at the state level, supported by the State Directorate of Adult Education. Finally, the Zilla Saksharta Samiti helps make the programme a reality in districts and villages all over India. In urban areas, Nagar Palikas are being encouraged to take up the challenge.

The Zilla Saksharta Samitis are registered under the Societies Registration Act as independent and autonomous bodies, to provide a forum for individuals and organizations to work together. The leadership to these bodies, is provided by the district collector. All sections of society are thus duly represented in the planning and implementation of the programme.



United Nations Education, Scientific & Cultural Organisation (UNESCO)

There can be no lasting peace or social development without education. This is the bedrock on which UNESCO has built its priority programme to provide education for all throughout life. In this context, the organisation's twin focus is to train the teachers who are central to the education system and to improve education's quality and relevance which will go a long way to reduce drop outs and ensure retention.

UNESCO has consistently supported the need for researching and promoting literacy projects, programmes and campaigns with a developmental aim, in the context of its commitment to life long education. The commitment UNESCO to adult learning and the leading role it has played in the promotion of adult education has been in clear evidence over the last five decades. The Fifth International Conference on Adult Education held in Hamburg, Germany in July, 1997 marked a turning point for adult learning and for the role expected to be played by UNESCO and its member-countries in this fast growing field. It demonstrated the extent to which adult education has become the key to the future. The new concept of adult education presents a challenge to existing practices because it calls for effective networking within the formal and non-formal systems, and for innovation, creativity and flexibility. Adult literacy, broadly conceived as the basic knowledge and skills needed by all in a rapid changing world, is a fundamental right. Literacy is also a catalyst for participation in social, cultural, political and economic activities, and for learning throughout life.

UNESCO, International Literacy Institute (University of Pennsylvania, USA) and the National Literacy Mission of India organised a major literacy meeting, the Second Asia Regional Literacy Forum in February 1998 in New Delhi to consider innovations and professionalization in adult literacy. The forum reviewed literacy problems within the complex diversity of Asia's pluralistic society, rejected the "one size fits all" approach for literacy eradication, and addressed the new demands on literacy skills. Literacy and linguistics, ethnic and cultural diversity in Asia and technology and technological innovations were among the many issues discussed.

Over the years, UNESCO has been collaborating with the National Literacy Mission for the celebration of International Literacy Day and in sponsoring publications on education and literacy.

Literacy as Defined by UNESCO

1. A Literate person is a one who can with understanding both read and write a short simple statement relevant to his everyday life.
2. Literacy is not the simple reading of word or a set of associated symbols and sounds, but an act of critical understanding of men's situation in the world.
3. Literacy is not an end in itself but a means of personal liberation and development and extending individuals educational efforts involving overall inter-disciplinary responses to concrete problems
4. A literate person is one who has acquired all the essential knowledge and skills which enable him to engage in all those activities in which literacy is required for



effective functioning in his group and community and whose attaining in reading, writing and numeracy make it possible to use these skills towards his own and his community's development.

Literacy as Defined by NLM

National Literacy Mission defines literacy as acquiring the skills of reading, writing and arithmetic and the ability to apply them to one's day-to-day life. Thus the goal of the National Literacy Mission goes beyond the simple achievement of self-reliance in literacy and numeracy of functional literacy. The achievement of functional literacy implies:

Self-reliance in 3 R's

Becoming aware of the causes of deprivation and moving towards amelioration of their condition by participating in the process of development

Acquiring skills to improve their economics status and general well-being

Imbibing values of national integration, conservation of environment, women's equality, observance of small family norms, etc.

Acquisition of functional literacy results in empowerment and a definite improvement in the quality of life. It helps to ensure the participation of the masses in sharing the benefits of the information era.

LITERACY RATES AND LITERACY RATES-2001 CENSUS (PROVISIONAL)

POPULATION, NUMBER OF LITERATES AND LITERACY RATES BY SEX-2001

No	India/States	Literacy Rate 2001			Literates 2001		
		Persons	Male	Female	Persons	Male	Female
	INDIA	64.84	75.26	53.67	560,687,797	336,533,716	224,154,081
	Andhra Pradesh	60.47	70.32	50.43	39,934,323	23,444,788	16,489,535

Arunchal Pradesh	54.34	63.83	43.53	484,785	303,281	181,504
Assam	63.25	71.28	54.61	14,015,354	8,188,697	5,826,657
Bihar	47.00	59.68	33.12	31,109,577	20,644,376	10,465,201
Chhattisgarh	64.66	77.38	51.85	11,173,149	6,711,395	4,461,754
Delhi	81.67	87.33	74.71	9,664,764	5,700,847	3,963,917
Goa	82.01	88.42	75.37	985,562	541,032	444,530
Gujarat	69.14	79.66	57.80	29,827,750	17,833,273	11,994,477
Haryana	67.91	78.49	55.73	12,093,677	7,480,209	4,613,468
Himachal Pradesh	76.48	85.35	67.42	4,041,621	2,278,386	1,763,235
Jammu & Kashmir	55.52	66.60	43.00	4,807,286	3,060,628	1,746,658
Jharkhand	53.56	67.30	38.87	11,777,201	7,646,857	4,130,344
Karnataka	66.64	76.10	56.87	30,434,962	17,661,211	12,773,751
Kerala	90.86	94.24	87.72	25,485,688	12,753,602	12,732,086
Madhya	63.74	76.0	50.29	31,592,563	19,672,274	11,920,289

Pradesh		6					
Maharashtra	76.88	85.97	67.03	63,965,943	37,184,963	26,780,980	
Manipur	70.53	80.33	60.53	1,310,534	753,466	557,068	
Meghalaya	62.56	65.43	59.61	1,157,875	614,272	543,603	
Mizoram	88.80	90.72	86.75	661,445	350,105	311,340	
Nagaland	66.59	71.16	61.46	1,132,323	640,201	492,122	
Orissa	63.08	75.35	50.51	19,837,055	11,992,333	7,844,722	
Punjab	69.65	75.23	63.36	14,756,970	8,442,293	6,314,677	
Rajasthan	60.41	75.70	43.85	27,702,010	18,047,157	9,654,853	
Sikkim	68.81	76.04	60.40	318,335	189,060	129,275	
Tamilnadu	73.45	82.42	64.43	40,524,545	22,809,662	17,714,883	
Tripura	73.19	81.02	64.91	2,022,099	1,150,707	871,392	
Uttaranchal	71.62	83.28	59.63	5,105,782	3,008,875	2,096,907	
Uttar Pradesh	56.27	68.82	42.22	75,719,284	48,901,413	26,817,871	

West Bengal	68.64	77.02	59.61	47,196,401	27,452,426	19,743,975
A&N Islands	81.30	86.33	75.24	253,135	146,831	106,304
Chandigarh	81.94	86.14	76.47	643,245	382,686	260,559
D&N Haveli	57.63	71.18	40.23	103,904	72,149	31,755
Daman & Diu	78.18	86.76	65.61	107,600	70,992	36,608
Lakshadweep	86.66	92.53	80.47	44,683	24,511	20,172
Pondicherry	81.24	88.62	73.90	696,367	378,758	317,609

LITERACY RATE 1951-2001 ♦ INDIA

Census Year	Persons	Male	Female
1951	18.33	27.16	8.86
1961	28.30	40.40	15.35
1971	34.45	45.96	21.97
1981	43.57	56.38	29.76
1991	52.21	64.13	39.29
2001	64.84	75.26	53.67

Literacy Scenario in India (As per 2001 Census)

literacy in India has made remarkable strides since Independence. This has been further confirmed by the results of the Census 2001. The literacy rate has increased from 18.33% in 1951 to 64.84% in 2001. This is despite the fact that during the last or part of the last five decades there has been exponential growth of the population at nearly 2% per annum. The state-wise literacy rates are given below:

LITERACY RATE 7+ POPULATION (CENSUS 2001)

No.	India/State/UT		Person	Male	Female
	India	Total	64.84	75.26	53.67
		Rural	58.74	70.70	46.13
		Urban	79.92	86.27	72.86
	JAMMU & KASHMIR	Total	55.52	66.60	43.00
		Rural	49.78	61.65	36.74
		Urban	71.92	80.00	61.98
	HIMACHAL PRADESH	Total	76.48	85.35	67.42
		Rural	75.08	84.51	65.68
		Urban	88.95	92.04	85.03
	PUNJAB	Total	69.65	75.23	63.36
		Rural	64.72	71.05	57.72
		Urban	79.10	83.05	74.49
	CHANDIGARH	Total	81.94	86.14	76.47
		Rural	75.58	80.98	66.37
		Urban	82.64	86.78	77.40
	UTTARANCHAL	Total	71.62	83.28	59.63
		Rural	68.07	81.78	54.70
		Urban	81.44	87.05	74.77
	HARYANA	Total	67.91	78.49	55.73
		Rural	63.19	75.37	49.27
		Urban	79.16	85.83	71.34
	DELHI	Total	81.67	87.33	74.71
		Rural	78.05	86.60	67.39
		Urban	81.93	87.39	75.22
	RAJASTHAN	Total	60.41	75.70	43.85
		Rural	55.34	72.16	37.33
		Urban	76.20	86.45	64.67
	UTTAR PRADESH	Total	56.27	68.82	42.22
		Rural	52.53	66.59	36.90

	Urban	69.75	76.76	61.73
BIHAR	Total	47.00	59.68	33.12
	Rural	43.92	57.09	29.61
	Urban	71.93	79.94	62.59
SIKKIM	Total	68.81	76.04	60.40
	Rural	66.82	74.45	58.01
	Urban	83.91	87.81	79.16
ARUNACHAL PRADESH	Total	54.34	63.83	43.53
	Rural	47.83	57.65	36.94
	Urban	78.26	85.19	69.49
NAGALAND	Total	66.59	71.16	61.46
	Rural	62.79	67.58	57.52
	Urban	84.74	87.44	81.42
MANIPUR (Excl. 3 Sub-divisions)	Total	70.53	80.33	60.53
	Rural	67.29	77.31	56.95
	Urban	79.28	88.71	70.01
MIZORAM	Total	88.80	90.72	86.75
	Rural	81.27	84.93	77.26
	Urban	96.13	96.43	95.80
TRIPURA	Total	73.19	81.02	64.91
	Rural	69.72	78.40	60.50
	Urban	89.21	93.21	85.03
MEGHALAYA	Total	62.56	65.43	59.61
	Rural	56.29	59.24	53.24
	Urban	86.30	89.05	83.50
ASSAM	Total	63.25	71.28	54.61
	Rural	59.73	68.22	50.70
	Urban	85.34	89.74	80.24
WEST BENGAL	Total	68.64	77.02	59.61
	Rural	63.42	73.13	53.16
	Urban	81.25	86.13	75.74
JHARKHAND	Total	53.56	67.30	38.87
	Rural	45.74	60.94	29.89
	Urban	79.14	87.03	69.96
ORISSA	Total	63.08	75.35	50.51
	Rural	59.84	72.93	46.66
	Urban	80.84	87.93	72.87
CHHATTISGARH	Total	64.66	77.38	51.85

	Rural	60.48	74.09	46.99
	Urban	80.58	89.39	71.11
MADHYA PRADESH	Total	63.74	76.06	50.29
	Rural	57.80	71.70	42.76
	Urban	79.39	87.39	70.47
GUJARAT	Total	69.14	79.66	57.80
	Rural	61.29	74.11	47.84
	Urban	81.84	88.34	74.50
DAMAN & DIU	Total	78.18	86.76	65.61
	Rural	75.83	84.83	59.33
	Urban	82.31	91.12	73.41
DADRA & NAGAR HAVELI	Total	57.63	71.18	40.23
	Rural	49.34	64.50	30.83
	Urban	84.36	90.84	74.54
MAHARASHTRA	Total	76.88	85.97	67.03
	Rural	70.36	81.93	58.40
	Urban	85.48	91.03	79.09
ANDHRA PRADESH	Total	60.47	70.32	50.43
	Rural	54.50	65.35	43.50
	Urban	76.09	83.19	68.74
KARNATAKA	Total	66.64	76.10	56.87
	Rural	59.33	70.45	48.01
	Urban	80.58	86.66	74.12
GOA	Total	82.01	88.42	75.37
	Rural	79.67	87.37	71.92
	Urban	84.39	89.46	78.98
LAKSHADWEEP	Total	86.66	92.53	80.47
	Rural	85.04	91.49	78.27
	Urban	88.62	93.77	83.13
KERALA	Total	90.86	94.24	87.72
	Rural	90.04	93.63	86.69
	Urban	93.19	95.94	90.62
TAMIL NADU	Total	73.45	82.42	64.43
	Rural	66.21	77.15	55.28
	Urban	82.53	88.97	75.99
PONDICHERRY	Total	81.24	88.62	73.90
	Rural	73.98	83.50	64.38
	Urban	84.84	91.18	78.57
ANDAMAN & NICOBAR	Total	81.30	86.33	75.24

ISLANDS				
	Rural	78.70	84.14	72.26
	Urban	86.57	90.65	81.47

Some of the important highlights of Census 2001 are given below:

- Rajasthan has recorded the highest increase i.e.21.86% in the literacy rate among the States/UTs of India.
- The literacy rate in the country has increased to 64.84%, which reflects an overall increase of 12.63%, the fastest decadal growth ever. This is the highest rate since independence.
- The male literacy rate has increased to 75.26%, which shows an increase of 11.13%.On the other hand, the female literacy of 53.67% has increased at a much faster rate of 14.38%.
- The male-female literacy gap has reduced from 24.84% in 1991 to 21.59% in 2001.Mizoram has the smallest gap (3.97%) followed by Kerala (6.52%) and Meghalaya (5.82%).
- All States and Union Territories without exception have shown increase in literacy rates during 1991-2001.
- In all the States and Union Territories the male literacy rate except Bihar (59.68%) is now over 60%.
- For the first time since independence there has been a decline in the absolute number of illiterates during the decade. In the previous decades, there has been a continuous increase in the number of illiterates, despite the increase in the literacy rates, but now for the first time the total number of illiterates has come down by 24.77 million.
- The number of literate persons has increased to 560.68 million in 2001 thus

adding an additional 201.40 million literates in the country.

Rajasthan has recorded the highest increase i.e.21.86% in the literacy rate among the States/UTs of India.Literacy rate of Rajasthan in 7+ population in 1991 was 38.55% which has increased to 60.41% in 2001.

The state also recorded very good increase in the female literacy. It was 20.44% in 1991, which has increased to 43.85% in 2001.

The female literacy rate of Chhattisgarh in 7+ population in 1991 was 27.52% which has increased to 51.85% in 2001.Thus the rise in female literacy rate in Chhattisgarh has been to the extent of 24.33%, which is the highest among all the States/UTs of the country.

Madhya Pradesh also recorded a good increase in female literacy rate i.e.20.94%.In 1991 the literacy rate of females was 29.35%, which has increased to 50.29% in 2001.

State Groupings

the basis of literacy rate, State/UTs can be grouped as under:

High Literacy Rate (80% and above) ♦ Kerala (90.86%), Mizoram (88.80%), Lakshadweep (86.66%), Goa (82.01%), Chandigarh (81.94%), Delhi (81.67%), A & N Islands (81.30%) and Pondicherry (81.24%).

Literacy Rate above national average (64.8%) and below 80% - Daman & Diu (78.18%), Maharashtra (76.88%), Himachal Pradesh (76.48%), Tamil Nadu (73.45%), Tripura (73.19%), Uttaranchal (71.62%), Manipur (70.53%), Punjab (69.65%), Gujarat (69.14%), Sikkim (68.81%), West Bengal (68.64%), Haryana (67.91%), Karnataka (66.64%) and Nagaland (66.59%).

Literacy Rate below national average (64.8%) ♦ Chhattisgarh (64.66%), Madhya Pradesh (63.74%), Assam (63.25%), Orissa (63.08%), Meghalaya (62.56%), Andhra Pradesh (60.47%), Rajasthan (60.41%), Dadra & Nagar

Haveli (57.63%), Uttar Pradesh (56.27%), Jammu & Kashmir (55.52%), Arunachal Pradesh (54.34%), Jharkhand (53.56%) and Bihar (47.00%).

Rural-Urban Gap (Literates) - Census 2001

(In million)

	Persons	Male	Female
All Areas	560.68 (64.8%)	336.53 (75.3%)	224.15 (53.7%)
Rural Areas	361.87 (58.7%)	223.55 (70.7%)	138.32 (46.1%)
Urban Areas	199.81 (79.9%)	113.98 (86.3%)	85.83 (72.9%)
SC	75.31 (54.69%)	47.43 (66.64%)	27.88 (41.90%)
ST	32.38 (47.10%)	20.56 (59.17%)	11.82 (34.76%)

Illiteracy

- In terms of the size of illiteracy, eight States, viz. Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Andhra Pradesh, West Bengal, Karnataka and Maharashtra had more than 15 million illiterates each and accounted for 69.7 per cent of the illiterate population of the country.
- The first four of these states - Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan are in Hindi belt and have 42.76% illiterates.
- Number of non-literates in these States - Uttar Pradesh (58.85 million), Bihar (35.08 million), Rajasthan (18.15 million) and Madhya Pradesh (17.97 million).

- In Bihar the number of illiterates increased from 31.98 million in 1991 to 35.08 million in 2001.
- Jharkhand and Chhattisgarh have 10.21 million and 6.10 million illiterates in 2001.
- It means that 48.12% of the non-literates reside in these six Hindi-speaking States.
- Other States having more than 10 million illiterates are: Orissa (11.61 million), Gujarat (13.31 million) and Tamil Nadu (14.65 million).

Scenario

State/UT Wise

Literacy and Women

Literacy at a Glance

RLD

(in million)

	Total	Male	Female
Adult Literacy Rate**(15+) (%)	82	87	77
Adult Illiterates**(15+) in million	780.66	281.04	499.62
Adult literacy rate (15-24) (%)	87	90	84
Adult illiterates (in million)	138.97	52.81	86.16
Out of School population (in million)	76.84	33.25	43.59

LITERACY STATUS IN SOME ASIAN COUNTRIES

South Asian Countries

Country	Total Non-Literate Population 15+age (in million)	Literacy Rate 15+ (%) (2000)		
		Total	Male	Female
Maldives	--	96	96	96
Sri Lanka	--	91	92	89
India*	268.42	61	73	48
Bhutan	--	--	--	--
Pakistan	48.81	50	63	36
Nepal	7.66	49	63	35
Bangladesh	52.53	43	52	33

Other Asian Countries

Country	Total Non-literate Population 15+ age (in millions)	Literacy Rate 15+ (%) (2000)		
		Total	Male	Female
Thailand	3.35	93	95	91
Philippines	3.50	93	93	93
Vietnam	4.90	90	94	87

Malaysia	1.72	89	92	85
Indonesia	15.10	90	94	87
China	87.01	91	95	87
Myanmar	3.20	90	94	86
Iran	10.50	77	84	70
Laos	1.01	69	77	61
Afghanistan	9.04	28	43	13
Source: Education for All ♦ Global Monitoring Report ♦ 2007				

LITERACY STATUS IN NINE MOST POPULOUS COUNTRIES

Country	Total Non-literate Population 15+ age	Literacy Rate 15+ (%)		
		Total	Male	Female
Mexico	6.52	91	92	90
Indonesia	15.10	90	94	87
Brazil	17.36	89	88	89
China	87.01	91	95	87
Nigeria	--	--	--	--
India*	268.42	61	73	48
Egypt	14.21	71	83	59
Pakistan	48.81	50	63	36
Bangladesh	52.53	43	52	33

Source: Education for All ♦ Global Monitoring Report ♦ 2007

LITERACY STATUS IN AFRICA AND SUB-SAHARAN COUNTRIES

Country	Total Non-literate Population 15+ age	Literacy Rate 15+ (%)		
		Total	Male	Female
Mexico	6.52	91	92	90
Indonesia	15.10	90	94	87
Brazil	17.36	89	88	89
China	87.01	91	95	87
Nigeria	--	--	--	--
India*	268.42	61	73	48
Egypt	14.21	71	83	59
Pakistan	48.81	50	63	36
Bangladesh	52.53	43	52	33

Source: Education for All ♦ Global Monitoring Report ♦ 2007

Literacy Scenario as per 2001 Census

Literacy in India has made remarkable strides since Independence. This has been further confirmed by the results of the Census 2001. The literacy rate has increased from 18.33% in 1951 to 64.84% in 2001. This is despite the fact that during the major part of the last five decades there has been exponential growth of the population at nearly 2% per annum. The state-wise literacy rates are given below:

NLM Schemes

ermination of illiteracy from a nation that is set to become the most populated in the world is by no means easy. This was realised in the eighties and the National Literacy Mission came into being to impart a new sense of urgency and seriousness to adult education.

As we set foot in to the new millennium, it gives us the opportunity to reflect upon the steps we have been making and also to learn from our failures so that we can achieve our target of a sustainable, threshold level of literacy. It is time to assess ongoing programmes and seek new horizons. It is in this context that the Union Cabinet took the momentous decisions in its meeting held on 30th November 1999. These decisions, which will have far reaching consequences, have greatly strengthened the mission and given it a new orientation as well as a resurgent spirit.

Literacy Campaigns and Operation Restoration

Integrated Approach

Total Literacy Campaigns

Post Literacy Programme

Continuing Education

The Government has decided that an integrated approach to literacy would be followed. This means, the [Total literacy Campaigns](#) and the [Post Literacy Programme](#) will operate under one literacy Project. This approach would enable the enormous literacy problem to be tackled in a holistic manner. By treating the imparting of functional literacy as a continuum rather than as a one off benefit for the illiterate population, progress of literacy efforts would be made goal -directed. Literacy campaigns would continue to run in those areas where there are large pools of residual illiteracy. At the same time, for those who have crossed the basic learning phase, programmes of consolidation, remediation, vocational skills, integration with life skills and such other projects would be considered the basic unit.

To be effective, the task of making a person actually literate in a sustainable and meaningful way can be said to have been modestly discharged only after the Post Literacy Campaigns actually constitute two operational stages on the learning continuum and under the same scheme will operate in smooth progression, drawing their financial assistance from one single and same budgetary provision.

It is proposed that a district, while submitting their initial project, would also submit a strategy for Post Literacy on the basis of their anticipated target and projections of developments. The per learner financial norms of Total Literacy Campaigns and Post Literacy Campaigns would be the same as approved by the Expenditure Finance Committee. The structures and strategies would also remain unaltered providing closer linkages.

The integrated proposal seeks to effectively bring the activities of literacy campaigns under one 'Literacy Project' to achieve continuity, efficiency and convergence and to minimise unnecessary time lag between the two.

existing funding pattern of literacy campaigns is proposed to be continued. The funding ratio between Centre and State Government for normal districts is 2:1, whereas for tribal districts under Tribal Sub-Plan the ratio is 4:1. The per learner cost for a Total Literacy Campaigns will now be in the range of Rs 90-180, whereas it will be between Rs 90-130 for post literacy programme.

In many cases for reasons such as natural calamities, absence of political will, frequent transfer of collectors, etc., a number of campaigns have stagnated. The restoration of such projects would be continued as was approved by the cabinet in 1994. For this purpose, an additionality of 40-50% on the original project cost, will be admissible.

Revised parameters of the scheme, in brief, are as follows:

ITEMS	EARLIER PARAMETERS	PRESENT PARAMETERS
Name	Special project for Eradication of illiteracy	Literacy Campaigns & Operation Restoration
Per learner cost	TLC-Rs.65/- upwards PLP-Rs.45/- upwards	TLC-Rs.90-180 PLP-Rs.90-130
Duration of PLP	Two years	One year
Rural Functional Literacy Project	separate scheme	Subsumed with Literacy Campaigns & Operation Restoration
Sanction procedure for TLC/PLP projects	TLC/PLP projects sanctioned separately. PLP follow TLC. Activities of basic Literacy Continue upto PL stage.	TLC/PLP to be sanctioned simultaneously. Basic Literacy activities to continue during Continuing Education phase also.

Continuing Education

The structure of the continuing education programme, launched in 1995 as a fully funded centrally-sponsored scheme, will be retained and further strengthened and expanded in scope and content. A continuing education centre will be set up for a population of 2,000-2,500 so that it caters to the need of at least 500-1000 neo-literates. A nodal continuing education centre will be set up for a cluster of 10-15 continuing education centres.

The function of imparting basic literacy and transaction of literacy primers would be continued in the continuing education phase. The activity of teaching-learning for basic literacy would be available not only

dropouts and left-outs but also to new illiterate entrants in the age group 15-35.

The scheme will continue to be implemented by the Zilla Saksharta Samiti headed by the Collector. However, the Zilla Saksharta Samiti may also be headed by a democratically elected chairman of the Zilla Parishad in states where a full-fledged Panchayati Raj system has been established. The implementing agencies-voluntary agencies, Mahila Mandals, Panchayati Raj institutions, Nehru Yuvak Kendras, etc., for continuing education centres or nodal continuing education centres will be identified by the ZSS.

The scheme also envisages convergence with the programmes of Nehru Yuvak Kendras, National Service Scheme, National Service Volunteer scheme, etc., at the grassroots level. The infrastructure of these institutions will, as far as possible, be utilized to facilitate the functioning of the scheme.

Revised parameters of the Continuing Education Scheme.

ITEMS	EARLIER PARAMETERS	PRESENT PARAMETERS
Financial pattern CECs	Rs.10,000/- each for recurring and non-recurring	Rs.25,000/- each for recurring and non-recurring. In addition, Rs.12,000/-per annum per hired building for housing CECs where no public building is available
Nodal CECs	Rs.20,000/-each for recurring and non-recurring	Rs.45,000/- each for recurring and non-recurring. In addition, Rs 24,000/-per annum per hired building for housing NCECs where no public building is available.
Honorarium for prerak	One prerak each for CEC/ NCECs(Rs.300pm for CECs and Rs.700pm for NCECS)	One prerak and one assistant prerak each CCEC/NCECs(Rs.700 pm for prerak and Rs.500 p.m. for assistant prerak for CECs) and (Rs 1200 p.m. for prerak andRs.700pm for assistant prerak for NCECs)
Concept of composite project	Not existing	Involvement of Zilla Saksharta Samitis and NGOs in running centres

Provision of computer	Not existing	One computers in each district allowed
Recurring grant to SLMAs	Not existing	Recurring grant of Rs.12.50 lakh, Rs.10 lakh and Rs 7.50 lakh per annum for A, B & c grade SLMAS, respectively
Provision for resource support by National Open	Not existing	Rs.1.10 crore per annum to NOS
sharing of experiences with other countries	Not existing	Rs.25 lakh per year

Decentralisation of Administrative and Financial Powers

State Literacy Mission Authorities

The present approach is towards decentralization of financial and administrative powers to the State Literacy Mission Authorities (SLMAs). The SLMAs - state level registered societies will have a 2 layer structure viz. Governing Council and Executive Council. The State Directorate of Adult Education will serve as Secretariat. The guidelines regarding the delegation of powers to the State Literacy Missions have already been issued, and some projects for continuing education have already been sanctioned by them. 22 States/UTs have set up SLMAs so far.

Support to NGO's

Accessing the Voluntary Sector

Innovative projects in respect of all-India level NGOs will be considered by the grants-in-aid committee at the national level. They will be provided assistance for taking up continuing education programmes in addition to innovative programmes in all part of the country.

Existing State Resources Centers will be strengthened and their annual maintenance grants suitably enhanced. Independent district resource units will now be subsumed in the State Resource Centres.

Revised Parameters of the NGO's and State Resource Centres

ITEMS	EARLIER PARAMETERS	PRESENT PARAMETERS
Name	Scheme of Assistance to VAs	NGOs in the field of education
Classification	Three categories (A, B & C)	Two categories (A&B)
Financial pattern Annual maintenance	Category A-Rs.30 lakh per annum Category B-Rs.25 lakh per annum Category C-Rs.10 lakh per annum	Category A-Rs.60 lakh per annum Category B-Rs.40 lakh per annum
One-time grant	Not existing	Category A-Rs.50 lakh Category B-Rs.40 lakh
Opening of State Resource Centers	As and when required	1999-2000 3 2000-2001 3 2001-2002 4
Sanctioning of VA Projects	Proposal considered by central grant-in-aid committee	Proposals of regional/local NGOs to be considered by respective SLMAs.

[Detail Scheme on support to NGO's](#)

[Application Form for NGO's](#)

Partnership with NGOs

The National Literacy Mission fully recognises the vast potential of NGOs in furthering its programmes and schemes. Therefore, ever since its inception, the National Literacy Mission has taken measures to strengthen its partnership with NGOs. The sheer grind and persistence that literacy campaigns involve have greatly diminished much of the enthusiasm that a few NGOs initially exhibited. The National Literacy Mission has made all efforts to evolve both institutional and informal mechanisms to give voluntary organisations an active promotional role in

the literacy movement. Under the scheme of support to NGOs, voluntary agencies are encouraged and financial assistance is provided for activities such as:

- Running post-literacy and continuing education programmes with the objective of total eradication of illiteracy in well-defined areas;
- Undertaking resource development activities through establishment of State.
- organising vocational and technical education programmes for neo-literates;
- Promoting innovation, experimentation and action research;
- Conducting evaluation and impart studies;
- Organising symposia and conferences, publication of relevant books and periodicals and production of mass-media support aids.

With more and more districts having completed the post-literacy programmes, the NGOs now have to diversify the scope of their activities. They are expected to take up area-specific continuing education programmes for life-long learning. This will include skill development programmes for personal, social and occupational development.

Partnership with Universities

The adult education departments in institutions of higher learning have a very useful and practical role to play. They have genuine contributions to make both in the sphere of policy making and in practical implementation. A special scheme, therefore, for the involvement of higher educational institutions has been conceived with the specific purpose of making their role more focused. If universities and such other institutions come forward even in a moderate way, the literacy movement would benefit enormously. Some of the areas in which they can actively contribute are:

- Provide special resource support to literacy activities in all phases
- Provide resource support for continuing education schemes by preparing short-term courses for neo-literates
- Undertake evaluation, research and documentation of TLC/PLC and CE programmes
- Involve university staff on a full-time basis in literacy programmes
- Participate in environment building
- Run continuing education centres

Jan Shikshan Sansthan

The scheme of Jan Shikshan Sansthan (JSS) is a unique scheme crafted by the Government of India. JSSs are institutes of People's Education focusing on the poor, the illiterates, the neo-literates, the under-privileged and the un-reached. The Jan Shikshan Sansthans are unique in that they do not provide just skill development, but link literacy with vocational skills and provide large doses of Life Enrichment Education (LEE) to the people. They do not work in isolation but aim for convergence with other stakeholders in society. It is their endeavour to shape their beneficiaries into self-reliant and self-assured employees and entrepreneurs.

The Jan Shikshan Sansthans are unique also because they offer quality vocational skills and technical knowledge at a very low cost. Their doors are open to everyone and they reach out to their clientele groups by setting up sub-centres in the heart of the slum or in remote rural areas. They are different from other vocational training institutions as they offer quality vocational skills and technical knowledge at such a low cost; provide need-based and literacy-linked vocational training in most courses without insisting on age limit or prior educational qualifications; reach out to the clientele in their areas unlike other institutions which the clientele has to access whether near or far; offer a multi-faceted skill-knowledge-awareness enhancement and outlook formation trainings and inputs and empowerment-oriented interventions in respect of social, economic and health status improvement of women and adolescent girls.

The scheme of Jan Shikshan Sansthan (JSS) was initially launched in 1967 as Shramik Vidyapeeth, a polyvalent or multi-faceted adult education institution, aimed at improving the vocational skills and quality of life of the industrial workers and their family members as well as those persons who had been migrating from rural to urban settings.

The scheme of Shramik Vidyapeeth was renamed as Jan Shikshan Sansthan in April 2000. Along with the change in its name came the change in its focus. A scheme that was meant for the industrial workers and their families was expanded both in terms of its clientele and focus and was extended to the rural areas. There was logic for its expansion. Total Literacy

Campaigns, launched after the setting up of the National Literacy Mission in 1988, had transformed the literacy landscape of the country and created an army of neo-literates who having realized the power of the written word, now wanted to use it to improve their livelihoods through skill development. The post-literacy programme had given a few of them the taste of vocational skills but the continuing education programme promised to extend it to many more beneficiaries. That became the rationale of setting up more Jan Shikshan Sansthan, to match the needs of the districts. Today, there are 221 Jan Shikshan Sansthan in the country and they are expected to act as district level resource support agencies especially in regard to organization of vocational training and skill development programmes for the neo-literates and other target groups of the continuing education programme. The current aim is that the JSSs should progressively move towards having 50% of their beneficiaries from amongst the neo-literates.

Funding

The Government of India provides annual lump sum grant to these institutes in a set pattern. The funds provided by the government are to be spent under different heads, the ceiling for which have also been prescribed in the guidelines prepared by the Government. There is no interference of the Government in the affairs of the Sansthan except monitoring their performance and also ascertaining before releasing further grants whether the funds are being utilized as per the guidelines issued by it. The Government of India representative in the Board of Management of the Institute facilitates in taking appropriate decisions and guides the institution in organizing various programmes and activities.

Funding Pattern

The funding pattern for different categories of Jan Shikshan Sansthan is as under:

Category `A`	Rs. 35 lakh
Category `B`	Rs. 30 lakh
Category `C`	Rs. 25 lakh

Non recurring

Category `A`	Rs. 15 lakh
Category `B`	Rs. 10 lakh

Categorization

Now the Jan Shikshan Sansthan are classified into three categories depending upon their location and performance.

Category A

Bangalore, Chennai, Delhi, Hyderabad, Kolkata & Mumbai (Worli)

Category B

Ajmer, Aurangabad (M.S), Chandigarh, Coimbatore, Cuttack, Faridabad, Guntur, Indore, Jammu, Jamshedpur, Jaipur, Jodhpur, Kanpur, Kota, Lucknow, Madurai, Mysore, Nagpur, Narendrapur, Pune, Ranga Reddy, Rourkela, Surat, Tiruchirapalli Thiruvananthapuram, Vadodara, Vijayawada & Vishakhapatnam.

Category C

Remaining JSSs are under Category C.

The state-wise list of JSSs established so far is given below:

S. No.	STATE/UT	Number of JSSs
1	ANDHRA PRADESH	12
2	ARUNACHAL PRADESH	1
3	ASSAM	3
4	BIHAR	9
5	CHHATTISGARH	3
6	DELHI	3
7	GOA	1
8	GUJARAT	8
9	HARYANA	6

10	JAMMU & KASHMIR	2
11	JHARKHAND	5
12	KARNATAKA	10
13	KERALA	11
14	MADHYA PRADESH	27
15	MAHARASHTRA	18
16	MANIPUR	3
17	MIZORAM	1
18	NAGALAND	1
19	ORISSA	15
20	PUNJAB	2
21	RAJASTHAN	6
22	TAMILNADU	10
23	TRIPURA	1
24	UTTARAKHAND	6
25	UTTAR PRADESH	47
26	WEST BENGAL	9
27	CHANDIGARH	1
	TOTAL	221

The objectives of JSS were redefined in the context of the literacy movement which was graduating rapidly into Post-Literacy (PL) and Continuing Education (CE) phases, with vocational and life skill up-gradation as a part of their agenda. The enhanced role of the JSS included the following: (i) impart vocational skills, life skills and technical knowledge to neo-literates and their trainees and raise their efficiency and increase their productive ability; (ii) provide academic and technical resource support to Zila Saksharta Samiti (ZSS), including training its Resource Persons, Master Trainers and Preraks, to take up vocational and skill development programmes primarily for neoliterates; (iii) serve as Nodal Continuing Education Centre (NCEC) and also to manage, coordinate, supervise and monitor 10-20 CECs, as envisaged in the Scheme of Continuing Education Programme; (iv) organize equivalency programmes for its beneficiaries through National and State Open Schools; (v) through Life Enrichment Education (LEE), widen the knowledge and understanding of the social, economic and political systems among its beneficiaries in order to create a critical awareness about the environment; (vi) promote national goals such as secularism, national integration, women's equality, protection and conservation of the environment.

The Jan Shikshan Sansthan offer a large number (371) of vocational training programmes from candle making to computer courses. In the year 2006-07, 17.53 lakh beneficiaries have been covered under various vocational training programmes and other activities.

The performance of Jan Shikshan Sansthan is evaluated every three years by reputed evaluating agencies empanelled with National Literacy Mission. So far, 116 Jan Shikshan Sansthan have been evaluated.

State Resource Centre

The State Resource Centres (SRCs) have carved out a niche for themselves among the professional adult education organisations in India. There were 14 SRCs in 1980 and their number increased to 25. Managed by NGOs or universities, all SRCs are expected to provide academic and technical resource support. This is mainly done by organising training programmes, material preparation, publishing of relevant material, extension activities, innovative projects, research studies and evaluation.

In order to revitalise, re-energise and expand the role of SRCs, plans are being drafted to not only increase their number but also to equip them with the necessary infrastructure and resource facilities that will enable them to play the role of catalytic agents. They would be actively involved with actual field processes in implementation and would have a key role to play in training, material production and other resource support activities.

Another point that needs to be stressed in so far as SRCs are concerned is the retention of their voluntary character and autonomous functioning. Efforts have been recently made to ensure that SRCs are assigned only to voluntary agencies or institutions of higher learning. State-run SRCs will be discouraged as a matter of policy.

The SRCs at the moment are divided into three categories of A, B & C which receive an annual grant of Rs 36, 25 and 10 lakh, respectively. During the Ninth Five Year Plan, the State Resource Centres are proposed to be divided into two categories of A & B - which will receive an annual grant of Rs 60 lakh and Rs 40 lakh, respectively. The grading is done on the basis of the volume of work. Upgradation is based on performance or increased workload. Also, new resource centres are initially graded in the lower category. As the SRCs are 100 per cent centrally funded, it is imperative that they follow certain financial norms and ensure financial discipline.

In order to simplify the procedures and reach out to the masses, financial and administrative powers have been decentralised to the State Literacy Mission authorities. Each state has been asked to set up a literacy mission as registered bodies under the Societies Registration Act. These missions will be empowered to sanction literacy, post literacy and continuing education projects.

Monitoring and evaluation of any scheme, specially in the social sector, has great significance as it helps one to know whether the scheme is on the right track. The National Literacy Mission has of late been laying stress on vigorous monitoring and systematic evaluation of adult education campaigns launched under its aegis in the country. It has developed and circulated guidelines for concurrent and final evaluation of total literacy campaigns and post literacy programmes. And, is in the process of bringing out a comprehensive set of guidelines on continuing education. There is greater emphasis on the impact that the programme has had in its catchment area. What effect, for example, has it had on improving the value attached to education, or to empowering women and men, or to building awareness of social issues such as dowry, small families, harmonious caste relations, or to highlighting the need for conserving the environment?

Monitoring

Starting with a few districts in 1991-92, the Total Literacy Campaigns now cover more than 597 districts of the country. Many more districts, having completed the basic literacy phase, are going through diverse post literacy and continuing education programmes. Therefore, the need to have an efficient management and monitoring system is growing day by day.

Earlier, the Directorate of Adult Education made strenuous efforts to collect the information and data directly from the districts. The extension of the literacy campaigns to the entire nation has made it imperative to design a new reliable system that ensures the steady flow of information needed by the National Literacy Mission.

The previous monitoring system laid excessive emphasis on targets. This often tended to give only quantitative information and there was practically no way of knowing whether the information had been cross-

checked and verified. The management information system was made more reliable by decentralising it. The state directorates of adult/mass education now hold the responsibility of monitoring literacy campaigns in their respective states.

The Director of Adult Education in each state/UT is required to hold a monthly meeting on a fixed date. The objectives of these meetings are to review the progress of literacy campaigns, post literacy programmes and continuing education programmes in various districts. These meetings are attended by secretaries of the Zilla Saksharta Samitis, Directors of State Resource Centres, state/area coordinators of the Bharat Gyan-Vigyan Samiti or representatives of the nodal voluntary agency and of Jan Shikshan Sansthan. A representative from the National Literacy Mission or the Directorate of Adult Education is also present. Apart from obtaining correct, factual and up-to-date statistical information, the focus of discussion is also on assessment of qualitative aspects such as problems encountered in accelerating the pace of literacy campaign, efficacy of corrective measures initiated in the past, activities planned for the coming month, and so on.

The State Directorates scrutinise, analyse and compile the data from all the districts carefully and send consolidated state reports to the Central Directorate of Adult Education in the prescribed format. National-level status reports on literacy and post literacy are also compiled and published periodically.

The visit reports of the members of the executive committee of the National Literacy Mission, journalists, literacy consultants, departmental officers also form an important part of the monitoring system.

Another important step taken towards revitalising the state-level monitoring system was the computerisation of state directorates. Under the new decentralised monitoring system, the state directorates have been assigned a vital role in monitoring district campaigns. The task essentially required proper computer facilities. Realising this, the National Literacy Mission made a special provision and provided additional budget to the state directorates to purchase computer systems. Now, most of the states have installed computers and the system is being efficiently used. All the state reports are centrally processed by the computer and analysed to ascertain the strengths and weaknesses of the programme to facilitate further implementation and policy formulation.

The post literacy programme is a transition from a structured literacy

programme to an unstructured self-learning phase. The projects are highly contextual to the district, and can consist of several target groups, with some continuing non-formal education, some with adult night schools and some with simply self-learning. Reporting on post literacy campaign is thus on the lines of the project activities. A basic statistical report should therefore be accompanied by a qualitative account of coverage.

Monthly monitoring meetings are held at state and district levels. Given the diverse nature of the various elements of a post literacy campaign, closer monitoring is done through project functionaries, people's committees and Panchayats at the village and block levels.

Monitoring of continuing education programmes in a scientific way is very important for quality and functional control. The overall responsibility of monitoring the programme lies with the ZSS. Appropriate bodies are created at the sub-district level in the form of Block Monitoring Committees and, if feasible, Panchayat Monitoring Committees.

The prerak of the CEC must submit his/her monthly progress report to the prerak of the Nodal CEC. The Nodal CECs submit their collated monthly reports cluster to the Block Coordinator, who in turn must send them to the district-level committee i.e. the ZSS. The ZSS report will be reviewed by the State Literacy Mission and National Literacy Mission every month on the basis of a pre-determined MIS format.

The in-charge of the Nodal CEC is expected to visit the CECs in his/her cluster and hold meetings with all the volunteers at least once a month. The Block Coordinator must visit each Nodal CEC and hold meetings with the prerak at least once a month. The ZSS functionaries through their core team at the district level must hold periodic meetings with the Block Coordinators and also conduct regular field visits.

To ensure the participation of the community, the establishment of Village Education Committees (VECs), Committees of Neo-literates, User Committees, etc., are encouraged for day-to-day functioning of the programme.

**Monitoring Proforma
for literacy campaign & CE**

Evaluation

The Mission has adopted stringent measures for the objective evaluation of literacy campaigns and post literacy programmes. A six-member expert group was set up in 1993 under the chairmanship of Prof. Arun Ghosh, a former Planning Commission member. As per the recommendations of the group, the evaluation system has been considerably tightened. The review and impact studies on evaluation practices of literacy campaigns also suggested that the practice of declaring districts as fully literate was not proper. A need was there to streamline the evaluation procedures and techniques. Hence, the concept of total literacy was redefined and an achievement of 55-60 per cent literacy in a low district was considered satisfactory.

The National Literacy Mission now recommends a three-step evaluation:

Self-evaluation of learning outcomes is a built-in feature of the three literacy primers. Each primer contains a set of three tests. It is only when the learners qualify in these tests, they reach the levels of literacy and numeracy laid down in National Literacy Mission norms. This self-evaluation would enable a learner to perceive his own pace and progress of learning and should heighten his motivation.

Concurrent or process evaluation is a kind of mid-term appraisal of an ongoing project to assess its strengths and weaknesses and to suggest corrective measures accordingly. It is conducted in two stages during the course of the campaign. The first stage is undertaken when at least 50 per cent of the enrolled learners have completed the first primer. The second stage is completed within three months after the first stage. The concurrent evaluation is carried by competent evaluation agencies from outside the concerned districts. The state directorate nominates three evaluation agencies of which the district chooses one to conduct the concurrent evaluation.

Final or summative evaluation of a literacy campaign is undertaken when at least 60 per cent of the enrolled learners have completed or are nearing completion of the third primer. This evaluation is carried out by reputed evaluating agencies from outside the state and empanelled with the National Literacy Mission. On receiving a request from the concerned Zilla Saksharta Samiti through the state directorate, the Mission suggests a panel of three to five agencies from which the district chooses one to carry out the final evaluation. The main focus of the evaluation is the learners and the evaluation is done in the random sample method. A minimum sample of 5 per cent or 10,000 (whichever is less) is to be

selected randomly. Care is taken to avoid sample loss, absenteeism and proxy attendance. The criteria for considering a learner literate is achievement of at least 50 per cent marks in each of the abilities (reading, writing and numeracy) and 70 per cent as the aggregate. So far, final evaluation has been undertaken in 281 districts.

Similar final evaluation exercise is carried out for the districts going through the post literacy phase. For projects of one year duration, the final evaluation is carried out at the end of the programme and is more or less an impact evaluation. The revised guidelines for this have been evolved through a series of regional and national workshops.

The selection of agencies for conducting the evaluation of post literacy programmes is the same as that for total literacy campaigns. The agencies are expected to keep in mind the objectives of the post literacy programme while carrying out its evaluation and assessing its impact. These agencies are oriented from time to time with the latest developments in the field of literacy and objectives of the National Literacy Mission. The state directorates also conduct such orientation workshops for the evaluating agencies. Post literacy evaluation concentrates not merely on evaluating learning skills but also other themes like convergence with development programmes, skill upgradation, etc.

The evaluation guidelines have been standardised and are issued by the National Literacy Mission from time to time. Special impact studies of the campaigns on the social, cultural and economic environment of the areas are also being undertaken by the State Resource Centres and such other organisations under the aegis of the Mission. It is hoped that the new approach of evaluating of literacy campaigns and post literacy programmes will ensure complete transparency and enhance the credibility of the results and impact assessments.

NLM and Women's Empowerment

Female Literacy in India

According to last census held in 2001, the percentage of female literacy in the country is 54.16%.

The literacy rate in the country has increased from 18.33% in 1951 to 65.38% as per 2001 census. The female literacy rate has also increased from 8.86% in 1951 to 54.16%.

It is noticed that the female literacy rate during the period 1991-2001 increased by 14.87% whereas male literacy rate rose by 11.72%. Hence the female literacy rate actually increased by 3.15% more compared to male literacy rate.

Factors Responsible for Poor Female Literacy Rate

Historically, a variety of factors have been found to be responsible for poor female literacy rate, viz

- Gender based inequality.
- Social discrimination and economic exploitation.
- Occupation of girl child in domestic chores.
- Low enrolment of girls in schools.
- Low retention rate and high dropout rate.

Strategies adopted by the Government for increasing Female Literacy in the Country

The main strategies adopted by the Government for increasing female literacy in the country include:

1. National Literacy Mission for imparting functional literacy
2. Universalisation for Elementary Education
3. Non-Formal Education

CONTRIBUTION OF LITERACY CAMPAIGNS TO FEMALE LITERACY

The provision of educational opportunities for women has been an important part of the national endeavor in the field of education since India's Independence. Though these endeavors did yield significant results, gender disparity persists with uncompromising tenacity, more so in the rural areas and among the disadvantaged communities. This is not only a matter of national anxiety and concern but also a matter of national conscience. It is with this concern that the Government of India launched the National Literacy Mission in 1988 for eradication of adult illiteracy. Since women account for an overwhelming percentage of the total number of illiterates, the National Literacy Mission is for all practical purposes a Mission of imparting functional literacy to women. Total literacy campaigns launched since 1988 under the aegis of the National emphasis on making efforts to: -

- Create an environment where women demand knowledge and information,

- empowering themselves to change their lives.
- Inculcate in women the confidence that change is possible, if women work collectively.
- Spread the message that education of women is a pre-condition for fighting against their oppression.
- Highlight the plight of the girl child and stress the need for Universalisation of elementary education as a way of addressing the issue.

Some of the significant ways in which the literacy campaigns have contributed to the promotion of female literacy and women's empowerment are as follows:-

HEIGHTENED SOCIAL AWARENESS

Literacy campaigns have heightened social awareness among women regarding the importance of education, both for themselves as well as for their children. Large numbers of women have been participating whole-heartedly in the literacy campaigns as learners and volunteers. Because of the campaign mode and creation of a positive environment for literacy, women receive a social sanction to participate in the literacy programs. As women came out of their homes and take part in the campaigns with great enthusiasm, they acquire a heightened sense of self-awareness and desire to gain knowledge of host of women's issues.

INCREASED SCHOOL ENROLMENT

The literacy campaigns have also motivated and encouraged women learners to educate their children, particularly girls by enrolling them in formal schools. An evaluation study of the literacy campaign in Birbhum District shows that the biggest achievement of the adult literacy program in Birbhum has been its impact on girls' education. The confidence of the girls, as they perform drill or play football, is the result of the awareness among neo-literate parents that girls need to be educated and outgoing. The need to provide equal opportunity to both girls and boys has also had effect of generating greater demand for the quantity to both girls and boys has also had effect of generating greater demand for the quantity and quality of primary schooling.

INCREASE IN SELF-CONFIDENCE AND PERSONALITY DEVELOPMENT

The literacy classes conducted under literacy campaigns have given women as opportunity to break the isolation which is socially structured into their lives, giving them a chance to meet other women and learn collectively- rather than learn singly as individuals. The newly acquired literacy skills have enhanced their ability to solve family problems and learn new skills. Women are communicating how they have started feeling more confident, how their articulation has improved, how they have become more discerning and how they have learnt to function autonomously.

GENDER EQUITY AND WOMEN'S EMPOWERMENT

Total literacy campaigns have provided illiterate adult women, who have been denied access to formal schooling, with a great opportunity for reading, writing, increasing awareness levels and skills training. Literacy campaigns have thus actively promoted gender equity and have sought to empower them as to decision making about themselves, their families and their communities. The impact of literacy on women's life has often been dramatic. Experiences of Poddukuttai in Tamil Nadu (where women learnt how to bicycle and acquired ownership right in stone quarries) and Nellore in Andhra Pradesh (where a lesson in the literacy Primer inspired women to launch anti-arack agitation that later engulfed the entire district and the state) have shown how women have been empowered at individual and collective levels as a result of their participation.

STATUS IN THE FAMILY

Literacy campaigns have played a significant role in improving the status of women within their own families. Whereas traditionally, women have little say in the family decision making, they, through participation in literacy programs, have begun to express their newly found self-belief in having say both within and without the family.

EDUCATIONAL EQUALITY

Another area in which women's equality has shown a major improvement as a result of adult literacy programs is the area of enrolment of boys and girls in schools. As a result of higher participation of women in literacy campaigns, the gender gap in literacy levels is gradually getting reduced. Even more significant is the fact that disparity in enrolment of boys and girls in neo-literate households is much lowered compared to the non-literate householders.

WOMEN AS ENTREPRENEURS

Participation of women in literacy campaigns has opened several opportunities for neo-literate women to step out of the households and involve themselves in some enterprise or a new vocation. The Dumka campaign in Bihar has demonstrated how literacy campaign has helped women to take charge of their lives. They have formed a group called 'Joga Behna' (Awake sister), which tries to sensitize the women to the need of collective action against social ills. These women have also set up 'Didi Bank' (Sister Bank) which promotes the habits of thrifts and savings. Here women have also learnt to maintain hand pump thereby breaking their dependence for repair on mechanics from outside the village.

HOUSEHOLD SAVINGS AND ACCESS TO CREDIT

In almost all the districts, the literacy campaigns have gone beyond the transaction of mere literacy skills and have served to enhance knowledge and skills for better management of expenditure and improving earning capacities. In several districts, the

women participants in literacy campaigns have begun to set aside their earnings not only in regular banks but also in specially thrift societies. Such societies, as for example in Dumka are run by the women themselves.

HEALTH AND HYGIENE

Literacy campaigns in most districts have taken up health and hygiene issues as an integral component of adult education programs. Literacy campaigns have helped to spread knowledge about health care and nutrition, thereby enabling mothers to keep their family in better health and to care better for their children. Literacy campaigns have also disseminated information for creating awareness about problems of early marriage, spacing and small family norms.

STATE-WISE PERCENTAGE OF FEMALE LITERACY IN THE COUNTRY AS PER 2001 CENSUS

Sl.No.	Name of the State	Percentage of Female Literacy
1.	Andhra Pradesh	51.17
2.	Arunachal Pradesh	44.24
3.	Assam	56.03
4.	Bihar	33.57
5.	Chattisgarh	52.40
6.	Delhi	75.00
7.	Goa	75.51
8.	Gujarat	58.60
9.	Haryana	56.31
10.	Himachal Pradesh	68.08
11.	Jammu & Kashmir	41.82
12.	Jharkhand	39.38
13.	Karnataka	57.45
14.	Kerala	87.86
15.	Madhya Pradesh	50.28
16.	Maharashtra	67.51
17.	Manipur	59.70
18.	Meghalaya	60.41
19.	Mizoram	86.13
20.	Nagaland	61.92

21.	Orissa	50.97
22.	Punjab	63.55
23.	Rajasthan	44.34
24.	Sikkim	61.46
25.	Tamil Nadu	64.55
26.	Tripura	65.41
27.	Uttaranchal	60.26
28.	Uttar Pradesh	42.98
29.	West Bengal	60.22
Union Territories		
1.	Andaman & Nicobar Islands	75.29
2.	Chandigarh	76.65
3.	Dadra & Nagar Haveli	42.99
4.	Daman & Diu	70.37
5.	Lakshadweep	81.56
6.	Pondicherry	74.16
All India		54.16

Source: Census of India - 2001 Provisional Figures

Financial Status of Central/State Release

[Ninth Five Year Plan Outlay, Year-Wise Budget & Expenditure](#)

[Tenth Plan Financial outlay and Expenditure](#)

[Financial Details of Eleventh Plan Outlay for Adult Education](#)

FINANCIAL PARAMETERS

Under the Literacy Campaigns, funds are released by the NLM directly to the district. While the pattern of sharing is usually in the proportion 2:1 between Centre and State in the case of Tribal Sub plan districts, the pattern of sharing is 4:1.

Achievements

The literacy movement has to its credit, several achievements it can be proud of:

- Literacy Campaigns have been launched in 597 districts, out of which 174 districts are in Post Literacy programmes and 328 districts in continuing education phase.
- Literacy projects sanctioned so far under all the schemes of NLM are estimated to cover more than 150 million neo-literates.
- 125.6 million have already been made literate under all programs of NLM.
- 60% learners are female and 40% are male.
- 23% learners belong to Scheduled Caste and 12% belong to Scheduled Tribes.
- The cumulative number of literary volunteers mobilized since the launching of literacy campaigns is about 15 million.

The literacy campaigns thus represent the largest ever civil and military mobilization in the history of the country.

SOCIAL IMPACTS

*** Community and Social Mobilization**

The single biggest characteristic of the literacy campaigns has been their ability to galvanize entire communities into believing that learning must become an integral part of their lives. The modus operandi has been to create and build on environment conducive to learning by accessing communities through their cultural roots and traditions. All manner of tools have been used such as cultural processions, street plays, local theatre, puppetry, folk songs, etc.

*** Increased School Enrolment**

The Adult Education programme has contributed in a significant way to better enrolment of children in schools. Study findings in India show that enrolment of boys and girls in the age group 5-15 years is significantly higher in neo-literate households as compared to children in illiterate households. 2 out of 3 boys in neo-literate households are enrolled in schools compared to 3 out of 4 in participant households. In the case of girls

this difference is even more enhanced - 58% for non-participants; 72% for participants.

* Social Awareness of the Importance of Education

India recorded heightened social awareness regarding the importance of education both for themselves as well as for their children. The biggest achievement of the adult education movement has been its impact on girls education. The confidence of the girls as they perform their scholastic and extra-curricular roles is the result of the awareness among neo-literate parents that girls need to be educated and outgoing. The need to provide equal opportunity to both girls and boys has also had the effect of generating greater demand for the quantity and quality of primary schooling.

* Gender Equity and Women's Empowerment

One of the great strengths of the adult education programme has been the involvement of women. As much as 60% of participants in India are female. Programmes have provided illiterate adult women who have been denied access to formal schooling with great opportunity for reading, writing, increasing awareness levels and skills training. Literacy and adult education campaigns have actively promoted gender equity and have sought to empower them as to decision-making about themselves, their families and their communities.

* Status in the Family

This major strain running through the programmes has played a significant role in improving the status of women within their own families. Whereas, traditionally women in India had little say in family decision-making, they, through participation, have begun to express their newly found self-belief in having a say both within and without the family.

* Health and Hygiene

The effect of Adult Education on health and hygiene are indeed most significant. Raising the functional literacy level of a community leads to a demonstrable decline in fertility and infant mortality rates. Adult education has helped spread knowledge about health care and nutrition, thereby enabling mothers to keep their families in better health and to care better for their children.

Sensitizing Panchayati Raj representatives to ensure Mass Participation in literacy programmes.

After the 73rd Constitutional amendment the responsibility of Adult Education now rests with ZILLA Parishad/ZILLA Panchayats. Panchayat elections have now taken place in most of the states and steps have been taken to orient the elected representatives of the Panchayati Raj institutions to the literacy programmes and to integrate the Panchayati structure more meaningfully with the Zilla Saksharata Samiti(ZSS). In newly sanctioned districts, representation of Panchayati Raj Institutions at various levels is being ensured, and in the ZSSs of Panchayati Raj representatives are being imparted orientation and sensitization through workshops held by the State Resource Centres and the National Literacy Resource Centre at Mussorie.

New Initiatives

- Low Literacy states.
- Tribal areas.
- North Eastern states.
- Scheduled castes and schedule tribes.
- Women.
- Other disadvantaged groups.
- Minorities.
- Adolescents.

State Wise Position of TLC, PLP & CE Sanction Status

Directorate of Adult Education originated from National Fundamental Education Centre (NFEC), which was set up by Govt. of India in the year 1956. This Centre was renamed as Department of Adult Education and made part of the National Institute of Education under the N.C.E.R.T. in 1961. Following the Government's thrust on adult education resulting in substantial increase in adult education activities/programmes in the country, this department separated from N.C.E.R.T. and was given an independent identity in the year 1971. For sometime, it was also known as Directorate of Non-Formal (Adult) Education and ultimately the Directorate of Adult Education. Over the years, the Directorate has considerably expanded both in size and coverage of activities in the field of adult education/literacy. At present this Directorate enjoys the status of a subordinate office under the Department of School Education & Literacy, Ministry of Human Resource Development, Govt. of India.

Directorate of Adult Education

The main functions of Directorate of Adult Education are as follows:

- Provide academic and technical resource support to National Literacy Mission.
- Prepare guidelines for development of teaching-learning materials.
- Organize training and orientation programmes.
 - Monitor the progress and status of literacy campaigns and to provide regular feedback to National Literacy Mission.
- Produce media materials and harnessing of all kinds of media i.e. electronic, print, traditional and folk media for furtherance of the objectives of National Literacy Mission.
- Provide of regular feed back to the NLM about the findings of concurrent and external evaluations of literacy campaigns conducted through social science research institutions.
- Coordination, collaboration and networking with all the Zila Saksharta Samitis, State Literacy Mission Authorities, State Resource Centres, Jan Shikshan Sansthan and other institutions / agencies for continuous improvement of content and process of adult education programmes on behalf of NLM.