

CHAPTER - I

THE PROBLEM

1.1 Introduction :

Education cannot be considered in a vacuum. It is a sub-system of the society and is closely related to its cultural, economic, social and political aspects. Education has to be viewed as an important element of social change. A concerted effort to provide atleast the minimum education to all will go a long way in bringing about social and economic transformation. The role of education in bringing about this social transformation is very crucial, particularly in the present Indian context. Also, economic development and improved standards of education are closely linked, one cannot progress without the other. Illiteracy and inappropriate education seriously retard modernisation and development. Removal of illiteracy and for that matter, universalisation of elementary education and development-oriented education are, therefore, our urgent needs in the country. As a development strategy, there has to be a systematic effort to create an effective modern force for the farm as well as for the factory. The primary schooling stage provides the potential work force not only for the economic growth and removal of poverty but also for the sustenance of our democracy on a

sound and strong footing. It is, therefore, imperative that we quicken the process of universalisation by introducing a development and work-oriented system of education.

The Education Commission (1966) examined the spectrum of education in relation to national development and observed that illiteracy was inconsistent with an age of scientific and technological progress and emphasized the need to liquidate illiteracy and provide facilities for continuing education. It has further reiterated that conventional methods will be of no avail in the achievement of this objective and if the trend was to be reversed, a massive unorthodox national effort was necessary. The Education Commission further added "The liquidation of mass illiteracy is necessary not only for promoting participation in the working of democratic institutions and accelerating programmes of production, especially in agriculture, but also for quickening the tempo of national development in general. Employees in large commercial, industrial and other concerns should be made functionally literate as early as possible". Following the recommendations of the Education Commission, more serious thinking was given to the need for creating non-conventional channels to achieve the objectives of Universalization of Elementary Education. This was emphatically stated in the document on National Policy of Education brought out in the year 1968. The veteran educationist J.P. Naik (1966, 1973 and 1977) through his writings created a nationwide

awareness as well as an intellectual debate regarding the need for and nature of the alternative channel of education to be installed in the country, thus laying the foundations for Non-Formal Education programmes in India.

The official pronouncement regarding the development of a scheme of NFE came through the resolutions of the CABE held in November, 1974. Thereafter concrete efforts were made to incorporate NFE programmes in a planned manner under the VI Five Year Plan. The Government of India brought developmental programmes for provision of elementary education under the Minimum Needs Category and launched a nationwide programme of NFE. The scheme was specially envisaged for speeding up the process of universalisation in the nine educationally backward states of the country. Since then the NFE programmes in various parts of the country have grown considerably. It is true that even after several years of the programmes' initiation, the country is still far away from the ideal of universalisation of Elementary Education. Nevertheless, one can easily see that NFE programmes have become an integral part of the education system in the country. Almost all states of the country operate programmes of NFE with or without central assistance. Also there are several voluntary organisations operating their own innovative programmes of NFE throughout the country. Several of the states have an independent Directorate of NFE; others have special wings

created within the directorate of education to look after the organisation and functioning of the NFE scheme in the respective state. Thus NFE has come to stay in the country. If this programme should contribute effectively to the achievement of the goal of universalisation of Elementary Education, it is imperative that the programme remains dynamic and sensitive to the changing needs and demands of the developing society. This would in turn require that the programmes of NFE are subjected to periodic, critical evaluation so that the programme does not degenerate and just become an inferior version of the formal education set up. The present study is one such effort in this direction to understand the operation of NFE in a district of Karnataka.

1.2 Conceptual Basis of Non-Formal Education :

Non-formal Education developed its roots in our country at the operational level mainly during the late 1970's. However, it is important to note that by then the concept of NFE had received considerable attention of experts in the field of education at national as well as international levels. Therefore, the basic features of the NFE programmes as they got developed in India were obviously influenced by the ongoing debates and discussions about the concept itself. Thus, before going for further elaboration about the present study and its background, it should be pertinent to illustrate some of the definitions and view points pertaining to Non-formal Education.

The report of the International Commission on the Development of Education, entitled 'Learning To Be' (Faure, 1971) explains the term, non-formal education to indicate that learning activity, which takes place outside the usual setting of the classroom. The report summarised the new pattern of learning as follows:

"The concept of education limited in time to school-age and confined in space to school buildings must be superseded. School Education must be regarded not as the end but the fundamental component of total educational activity, which includes both institutional and out-of-school education. A proportion of educational activity should be deformed and replaced by flexible diversified models". Kleis et.al. (1974) have defined non-formal education as any institutional and systematic educational enterprise (usually outside the purview of traditional schooling) in which content, media, time units, admission criteria, staff facilities and other system components are adopted for particular student populations (or situations) in order to maximise the maintenance constraints of the system. Coombs (1973) defined non-formal education as "one which is imparted through organisations outside the formal educational institutions". He emphasized that the term education should not mean merely the several levels and types of formal education i.e., primary, secondary, and post-secondary, general and specialised but all those systematic programmes and processes of education and training that lie outside formal education.

These non-formal education programmes include, for example, worker and farmers' training programmes. In specific terms, Coombs pointed out that Non-formal Education is an organised systematic educational activity carried on outside the framework of the formal system to provide selected types of learning situations to particular subject groups in the population, adults as well as children.

The non-formal education programme is flexible in nature as against the rigid formal system and is responsive to the needs of the learner. While it is utilitarian education outside the formalised hierarchical structure of the education system, it may also serve the purpose of preparing the individual for entry into the formal system. It is essential to differentiate between non-formal education and informal education. While the former is education given intentionally outside the formal system, the latter refers to education incidentally picked up in life situations. In addition, informal education takes place almost all the time, informally and incidentally, whereas non-formal educational programmes are organised and planned in relation to the specific needs of the learner. As Adiseshiah (1979) has pointed out, "Non-formal Education is not a second class education for second class people. Non-formal education is the people's power, the power to change our society and to make it more towards the path of justice, tolerance, understanding and clarity".

1.3 Relationship Between Formal and Non-Formal Education :

Whatever may be the varying shades of interpretation given by different experts, Non-formal Education is seen in India as supplementary to the formal system of education and not as a substitute for the same. The two systems constitute one integrated whole. Non-formal education strengthens and enriches formal education. However, the relative place of formal and non-formal component in any educational institution, will vary considerably, depending upon the learners' needs and environmental circumstances. It should also be remembered that non-formal education is not the over-all remedy for all the ills of formal education.

Non-formal Education is that education which is flexible; life environment and learner-oriented; diversified in content and method; non-authoritarian and participatory; in its process, it helps in the enrichment of human and environmental potential. It is intended for all age-groups and sections of society. This means that all categories of people — child, youth and adult — will be in a position to use non-formal opportunities for learning. Keeping these in view, Naik (1975) came out with a comprehensive set of objectives of Non-formal education which were: (a) to develop, broaden and deepen the social commitment of education and relate it to the needs of the society, (b) to build a deliberate, systematic, intentional, parallel system to the formal system of education

and to make the closed educational system more flexible and open, (c) to feed the appetites of learning to the needy people and change the institutional approach to education, (d) to promote human resource development and improve the functional efficiency of people, (e) to bring about attitudinal changes in people and develop an objective, scientific and rational outlook in them, (f) to meet the educational needs of a large number of out-of-school youth, (g) to usher in desirable social changes and ensure social justice, (h) to mobilize public opinion and create a participant society.

1.4 Role of Various Agencies in Non-Formal Education :

Non-formal Education has had various forms and emphases from time to time, social education programmes with a long tradition, community education schemes, traditional adult literacy programme with accent on the 3 R's, development-oriented functional literacy programmes, education of workers, correspondence and continuing education, on-the-job upgrading of skills and knowledge, extension education, health and family life educational programmes, women's activities geared to child-care, home, family life and nutrition, follow-up services for literates and neo-literates, etc.

When we see the multitude of programmes and also their vast scope, naturally we can infer that no single agency can

cover all the above programmes in an effective manner. Governmental and non-governmental agencies, universities and youth bodies, developmental and welfare organisations have to play a vital role in the field of non-formal Education. According to Hassan (1975) "If Non-formal Education has to gather momentum and make a socio-economic and socio-cultural impact, it is necessary that both governmental and non-governmental agencies share the responsibility. Educational authorities at the Central, State and District levels have to be involved in promoting and funding Non-formal Education Schemes. Simultaneously, educational institutions, as well as enterprises, co-operatives, panchayats, municipalities and the media have to participate more actively than in the past to make Non-formal Education a truly life-long and life-wide process. Above all, non-formal education can get its real social value only if voluntary organisations fully understand their irreplaceable role in promoting and organising programmes of Non-formal Education".

In fact, in our country, both government and private agencies have to work in co-ordination with each other for effectively operating the large spectrum of Non-formal Education programmes. Even universities have a role to play for effective implementation of non-formal education programmes. As we know the programmes of Continuing Education in many universities have ^{made} ₂ head way to enrol working people. Universities

also have a responsibility in training different functionaries is in Non-formal education, carrying out research studies and experimentation and exploring new dimensions of NFE.

Thus we find that there is need for a multiplicity of agencies for effective implementation of the programmes of Non-formal Education. If non-formal education has to make an impact on the people and the society and keep pace with socio-economic needs under way, its speed has to be accelerated. However, it is necessary that there is co-ordination among the various agencies for setting a favourable stage for the growth of non-formal education as a continuum.

The fore-going discussions highlight that a wide variety of programmes were organised outside the formal educational set up from the total canvas of NFE in the country. These NFE programmes have a multi-dimensional character. Different dimensions of the concept relate to different aspects of human life and progress. Also NFE is not confined to any particular age-group. Different schemes of NFE are in operation which have been evolved keeping in view the needs of the learners of particular target groups. For instance, there are programmes suitable for adults while there are also programmes in operation especially designed to meet the needs of children of the school-going age group. The specific concern of the present investigation was the NFE programmes meant for drop-outs and non-enrolled children of the school going-age.

1.5 Universalisation of Elementary Education and
Non-formal Education Programmes :

This is one of the top most priorities, not only in India, but throughout the entire world. In the Indian context, Educationists and administrators, have been constantly and continuously viewing with concern the fact that the goal of free and compulsory education had eluded the country despite concerted efforts in the post-independence period. The constitutional directive contained in Article 45 must have been achieved by 1960. The target date was first revised to 1970, then to 1976 and again to 1988 and 1990. The policy frame in the Sixth Five-Year Plan lays down that the main objective of educational development will be to ensure essential minimum education to all children upto the age of 14 within the next 10 years.

As per a recent assessment, during the five years from 1972-73 to 1976-77, 82.5% of children in the 6-11 age-group were enrolled in elementary schools, but 63.1% of them dropped out. In the middle stage, 36.3% of children in the 11-14 age-group were enrolled but 77% of them dropped out.

The fourth Educational Survey carried out by the National Council of Educational Research and Training, New Delhi in 1978 has revealed interesting statistics, of which a few figures are mentioned in Table 1.1.

Table 1.1 : CLASSWISE ENROLMENT IN THE COUNTRY

CLASSES I - V (In millions)			CLASSES VI-VIII (In millions)		
Rural	Urban	Total	Rural	Urban	Total
51.8	17.2	69	11	7	18

According to the Fourth Educational Survey (1978), total enrolment in classes I to V was 69 million (38.27% girls). In the rural areas, the enrolment was 75.70% (36.18% girls) of the total enrolment in classes I to V. In classes VI to VIII, 18 million children were enrolled altogether, of which 32.70% were girls and the corresponding enrolment for the rural areas was 11 million (27.83% girls). Enrolment in rural areas was 61.03% of the total enrolment in classes VI to VIII.

According to the report of the Working Group on Universalisation of Elementary Education set up by the Union Education Ministry (1978), 320 lakh more children belonging to the age-group 6-14 had to be covered during the Sixth Five Year Plan Period. Out of these 320 lakhs, 100 lakhs belonged to 11-14 age-group and the other 220 lakhs came under 6-11 age-group. The Working Group suggested that 120 lakhs out of 220 lakhs in the age-group 6-11 have to be covered through

part-time classes, while 100 lakhs will be taken care through formal schools. In the case of 11-14 age-group, 60 per cent could be covered through formal schools while 40 per cent would be covered by part-time classes.

We, thus, see that quite a big chunk of children in the age-group 6-14 have to be educated through part-time classes. This clearly points out the need for initiating a system of education in the country which would supplement the efforts made through the formal school set up and thereby pave the way for achieving the constitutional directive of providing universal elementary education. It is in this context that the programmes of non-formal education have been conceived and launched in the country on a massive scale.

1.6 Attempts made in India for achieving Universalization of Elementary Education through Non-formal ways of Education :

In order to cater to the needs of non-starters (those who have not gone to classes) and drop-outs (those who went to school but dropped out subsequently), the Ministry of Education and Social Welfare, Government of India, envisaged in the year 1975, to adopt non-formal ways of education at the elementary stage. Accordingly, keeping in view the requirements of the age-group 9-14, the Ministry of Education formulated the schemes of part-time education and multiple entry into the formal system.

Objectives of the NFE programmes were set bearing in mind the clientele and their requirements, experiences gained so far, inputs in terms of money, man-power, time and other facilities. The objectives of non-formal education, particularly of the age-group 9-14, were identified as follows:

1. To enable the willing children to get entry into formal schools at multiple points,
2. To improve the quality of life of children through non-formal education.

These objectives have two important implications. The first objective has been identified in relation to formal elementary education, while the second one, corresponds to a general educational component which prepares them for playing their adult roles productively and in an effective manner.

Therefore, on the one hand, as a programme for universalisation of elementary education, the non-formal education programme is related to formal elementary education, and on the other hand, it is akin to adult education because of the requirement of the clientele and the approach to be adopted.

Accordingly, the Ministry of Education of the Government of India envisaged in 1975 two types of programmes for the non-starters and the drop-outs. They are (a) part-time education (b) continuing education.

1.6.1 Part-time Education :

This is meant to enable out-of-school children to come to the fold of education so that they make their lives productive. These programmes will practically follow the same curriculum as in regular schools, with a shorter duration due to children's age, maturity and sometimes, experience. Here, out-of-school children means, those children who have not been enrolled in schools at all or who have dropped out of the school at a very early stage after attending classes in a formal system for a very short time.

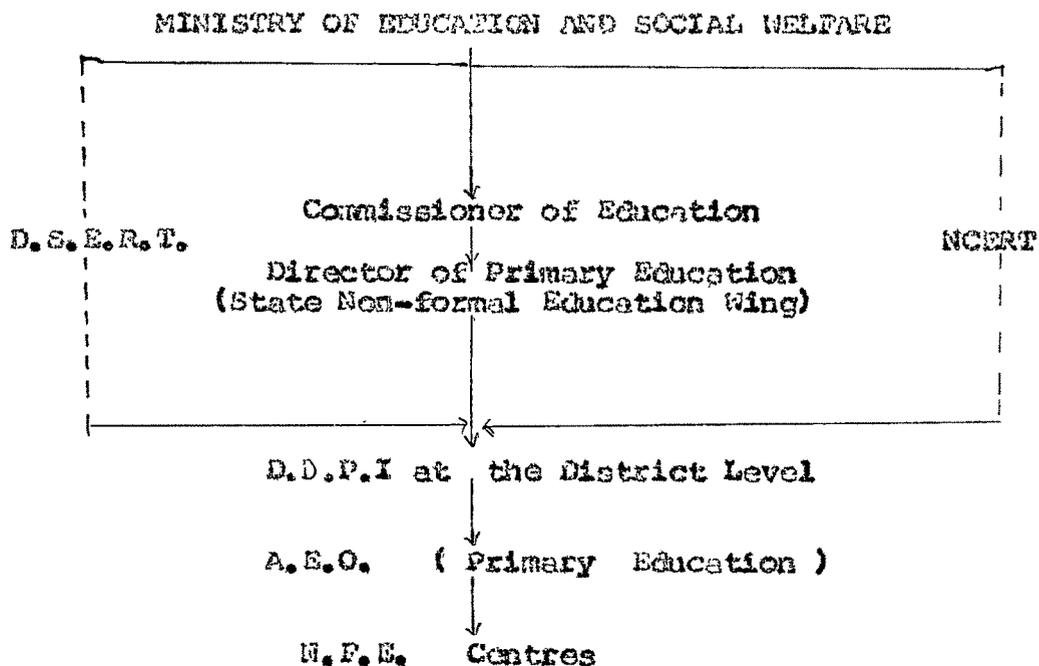
1.6.2 Continuing Education :

This is meant to enable children in the age-group 9-14, who have attended formal schooling for four or five years but who have dropped out. These programmes can be of various durations, using different learning and instructional materials as well as methods. Many of them may also be brought to the regular channel after they acquire the required standard and continue in the formal system.

1.7 Programme of Non-formal Education for Children of the Age-group 9-14 in Karnataka State :

The Government of Karnataka implemented non-formal education in the state under part-time and continuing education schemes in September 1977. The programme was started in four

districts of Karnataka State namely Bangalore Rural, Hassan, Gulbarga, Belgaum initially and two more districts, Raichur and Kolar, were added during 1978. The Department of State Educational Research and Training, Bangalore was entrusted with the responsibility of organising and implementing this programme in the state. The D.S.E.R.T., Bangalore has prepared a special instructional material to be used in the non-formal education centres. Teachers have been drawn from the local community and unemployed youths in rural areas have been preferred. In some places retired teachers are also employed. The administrative machinery in the state for implementation of NFE programmes along with its inter-linkage with the national level set up is diagrammatically indicated below:



1.8 The Present Study :

The programme of non-formal education for children launched by the Karnataka Government started as early as 1977, but no systematic effort has been made so far to evaluate this programme. Even the D.S.E.R.T., Bangalore which is the nucleus for monitoring this programme, has not made any comprehensive attempt to find out the strengths and weaknesses of the programme, although there are some stray reports available.

Non-formal education being a developmental programme particularly for the upliftment of rural children who are engaged in different occupations, is based on the concept of equalisation of educational opportunity. There is a great need in finding out whether this programme is really beneficial to the working children particularly in rural areas. The main aim of this programme is to cater to a large number of children at a comparatively lower cost and as such, the advantages which the beneficiaries get from this programme have to be studied in greater detail.

There are certain important dimensions in the above programme which need intensive study. The motivational aspects in respect of children attending this programme, educational activities in the non-formal education centres, curriculum, teaching-learning process, methods and media used in the non-formal education centres, organisation and functioning of the

non-formal education centres and outcomes of this programme are some of the dimensions which need to be investigated into, scientifically. There is a need to go into details of each of these dimensions. Keeping all these aspects in view, the present study was formulated as, "A Study of the Programme of Non-formal Education in Hassan District of Karnataka State."

1.9 Objectives of the Study :

Keeping in view the various dimensions of the research problem, the following objectives were framed:

1. To study the organisation and functioning of NFE centres.
2. To review the curricular materials used at the NFE centres.
3. To study the teaching-learning processes adopted at the NFE centres.
4. To assess the effectiveness of the NFE, programme in terms of learners' achievement and perceptions.

1.10 Scope and Limitations of the Study :

The study was conducted in Hassan district where there are eight talukas. The main focus of the study was for the NFE batch of 1960-61, the year during which the research study started. However, for certain aspects of the study learners

of 1972-79 and 1977-78 were also interviewed so that a clearer picture of the NFE programme in Hassan district could emerge. In fact, during the year 1980-81, the non-formal education programme for children of the age-group 9-14, was operated by the Karnataka Government in four districts namely, Belgaum, Kolar, Gulbarga and Hassan. Though the findings of this research study cannot be totally generalised to the other districts, there are many aspects which appear to be equally applicable to other districts also. The researcher has made an attempt to review the curricular materials used at the NFE centres. However, the observations made are based only on a general assessment of the curricular materials and ^{not} on a critical evaluation carried out through a detailed content analysis.

1.11 Organisation of the Thesis :

The first chapter entitled 'The Problem' is an introductory chapter giving details about the conceptual basis of non-formal education. The significance of the present study and the specific objectives of the study are also presented in this chapter. Chapter II gives a review of related literature. The methodological details are given under chapter III. It includes details related to selection of sample, construction of tools and procedure adopted for data collection and analysis. Chapter IV deals with the

first objective of the study, namely, organisation and functioning of NFE centres. In chapter V, an attempt is made to give a review of the curricular materials followed in the NFE centres in Karnataka. Also some observations are made regarding the suitability and adequacy of the curricular materials used at the NFE centres. Data and discussion related to teaching-learning processes adopted in the NFE centres are given in chapter VI, chapter VII deals with the effectiveness of the NFE programme in terms of the performance of learners on achievement tests and their own perceptions of the benefits received.

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