

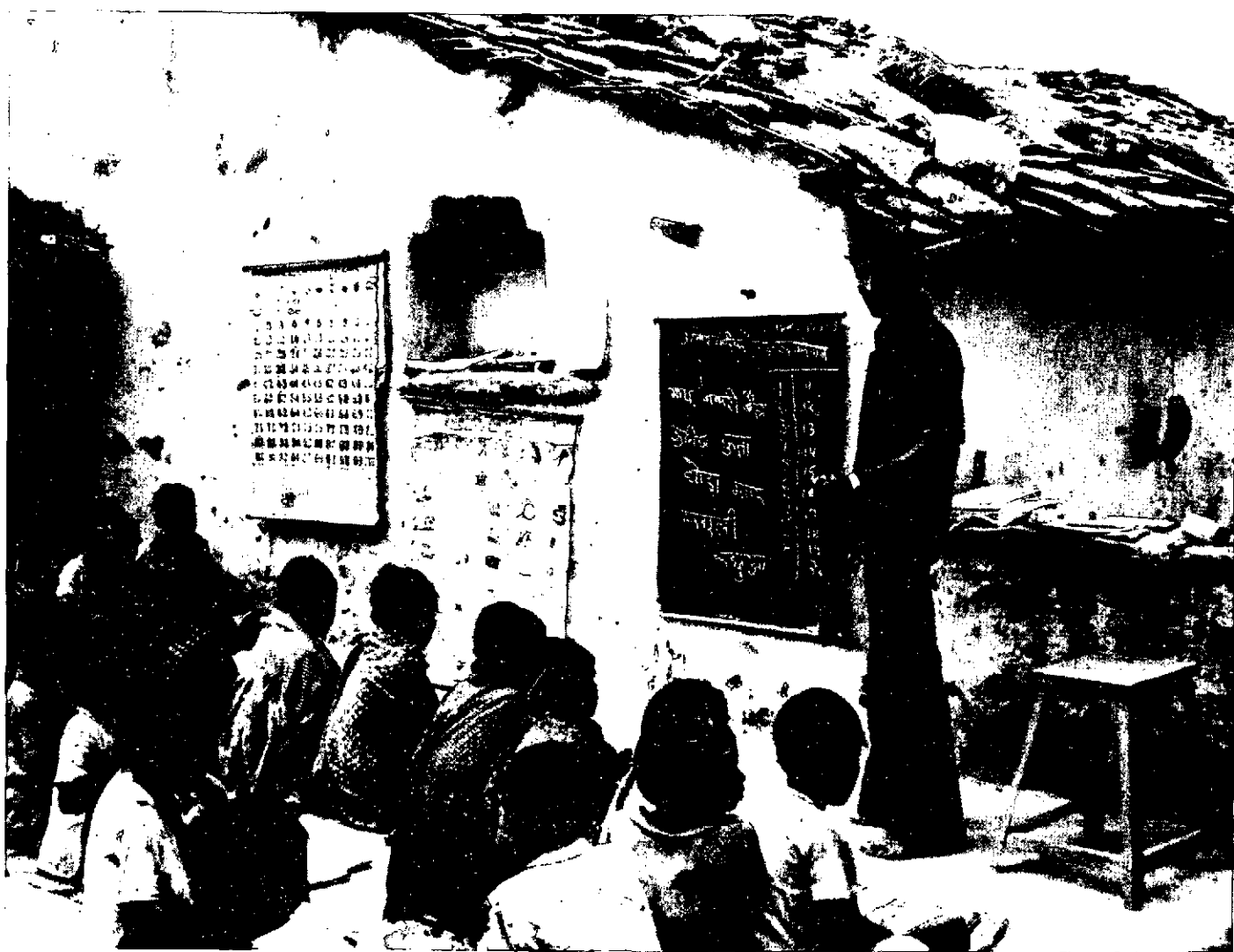
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Education Division documents. No.19

The Indian Non-Formal Education Programme.

A Follow-up/Evaluation and Feasibility Study



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January 1985



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FOREWORD

This report presents the findings of a Swedish Team visiting India 7 - 25 January 1985, for follow-up/evaluation and feasibility studies concerning the SIDA- supported Non-Formal Education (NFE) Programme. The visit included field trips to two States, Uttar Pradesh and Rajasthan. Both states are in the process of implementing the NFE Programme (NFEP) and belong to the nine so called educationally backward states in India.

The descriptive parts of the report rest on information received by the team from the Union Ministry of Education and Culture, the Departments of Education of Uttar Pradesh and Rajasthan, the National Council for Educational Research and Training (NCERT) and the National Institute for Educational Planning and Administration (NIEPA). The qualitative aspects are partly derived from the same sources and from documents provided by them, partly from experiences gained during the visits to NFE Centres in Uttar Pradesh and Rajasthan and from discussions with educational staff and officials engaged at different levels in the implementation of the NFEP there.

The tasks entrusted upon us should not have been possible to carry through, had it not been for the support provided by the Government of India and the State Governments concerned. We are particularly grateful to Dr I.S.Gaur, Additional Director of Education, and Mr R.N.Charma, Joint Director of Education in Uttar Pradesh, and to Mr M.Agarwal, Director of Adult and Non-Formal Education and Mr B.L.Sharma, Director of the State Institute of Educational Research and Training in Rajasthan. Similarly, thanks should also be extended to Mr M. Lakshminarayana, Deputy Secretary, and Mr R.A. Sharma Assistant Education Adviser in the Union Ministry of Education and Culture, who participated in the visits to Uttar Pradesh and Rajasthan respectively and thereby contributed extensively to the insight and knowledge gained by the team. We are also grateful to the NCERT representatives Dr P.L.Malhotra Director, Dr A.K.Jalaluddin, Joint Director, and Dr P.N.Dave, Professor, for their generous support to the team.

This report is the third one in the series of SIDA-mission reports concerning the NFEP in India; the two preceding reports being published in 1982 and in 1983 in the SIDA series of Education Division Documents. Due to this we have here described the historical background, the general outline of the Programme etc in a more summary way than what was the case in earlier reports: for supplementary information reference is given to those reports.

As already hinted at, the two key-concepts in our terms-of reference are follow-up/evaluation and feasibility studies. In accordance with that characteristic we have outlined this report in two parts where Part I mainly elaborates upon the follow-up /evaluation concept, whereas Part II has a closer bearing on the feasibility aspect of possible further Swedish support to the NFEP. In addition to that, there is a third part including, among other things, Appendix 1 where illustrative descriptions of the sample of districts and centers which the team visited are presented.

The views expressed in this report are those held by the members of the Swedish team and do not necessarily represent SIDA's opinions and values. For a reader not fully conversant with matters of procedures and decisions-making within SIDA, it should perhaps also be stressed, that the recommendation and proposals put forward by the team in no ways commit SIDA in its future acting upon NFE issues.

Proper editing is a constant problem for writers of mission reports under heavy time pressure. Readers are asked to forgive the authors their sometimes faulty proof-reading, repetition of facts and comments, and other errors.

Olle Österling, Gunnel Mellbring, Uno Winblad

Stockholm, January 1985

GLOSSARY

NCERT	National Council for Educational Research and Training
NFE	Non-Formal Education
NFEC	Non-Formal Education Centre
NFEP	Non-Formal Education Programme
NIEPA	National Institute for Educational Planning and Administration
SC	Scheduled Caste
ST	Scheduled Tribe

PART 1

THE NINE EDUCATIONALLY BACKWARD STATES

The nine educationally backward states, selected for a particularly intense drive, included in their plans for 1980-85 a total coverage of about 4.7 million children in 1985. As can be seen from the table below the achievement probably will be a little less than 3 million at the end of the plan period.

Number of Centres and Enrolment under the NFE-Programme; Elementary Age-group Children (Primary and Middle Stages) in the Nine Educationally Backward States (thousands)

States	1983/84 (actual)		1984/85 (likely achievement)	
	Centres	Coverage	Centres	Coverage
Andhra Pradesh	7	170	16	363
Assam	10	216	16	372
Bihar	17	172	23	284
Jammu & Kashmir	2	35	2	35
Madhya Pradesh	12	169	12	169
Orissa	8	162	8	167
Rajasthan	6	111	15	254
Uttar Pradesh	24	557	32	800
West Bengal	17	430	19	470
Total	103	2052	141	2913

The children, particularly the girls, belonging to Scheduled Castes and Scheduled Tribes pose special enrolment problems. The data from some of the states presented below show the coverage of girls and of children from SC/ST as by 1982/83.

Enrolment of Girls and SC/ST Children in NFE Centres			
States	Girls	SC Children	ST Children
Madhya Pradesh	45% (6-11) 16% (11-14)	48% (6-11) 13% (11-14)	61% (6-11) 28% (11-14)
Rajasthan	31%	20%	21%
Uttar Pradesh	35% (6-11) 20% (11-14)	20% 33%	-
West Bengal	25%		

In some places the rate of illiteracy of girls is as high as 75% to 85%, and in the case of SC/ST Children, it is 85% to 100%. In the States of Pradesh, Rajasthan, Andhra Pradesh, Haryana and

Sikkim the enrolment of girls has been conspicuously low. The reasons are mainly socio-economic: early marriage, inaccessibility of location of centres, unsuitability of curriculum etc. are factors causing low enrolment percentage.

As regards the nine educationally backward states the situation, however, will be positively affected by the new agreement on Swedish support implying that SEK 20 million should be used within the NFE programme for financing the establishment and running of non-formal education centres exclusively for girls in the age group 9-14 years. At present there are 20 700 such centres, 10 000 of them were started at the beginning of 1984, the rest at the end of the same year. The distribution of these centres amongst the states is as follows:

<u>States</u>	<u>Number of Centres</u>
Andhra Pradesh	1012
Assam	1000
Bihar	7500
Jammu & Kashmir	60
Madhya Pradesh	3768
Orissa	560
Rajasthan	3000
Uttar Pradesh	3200
West Bengal	600

ENVISAGED NON-FORMAL EDUCATION UNDERTAKINGS DURING THE SEVENTH FIVE-YEAR PLAN 1985-1990

Despite the achievement mentioned above, the task incumbent upon the NFE programme remains unfinished to a considerable extent. A large proportion of the 6-11 year age-group are not enrolled, an even larger proportion of the 11-14 year age-group are still outside the school (cf Chapter 1, p. 9-10). The majority represents girls and children belonging to the disadvantaged sections. About two thirds of the non-enrolment problem is to be found within the nine educationally backward states.

A large proportion of the formal education schools do not have satisfactory buildings; a large number lack even the basic minimum equipment required for an effective and efficient teaching/learning activity; about one third of the habitations do not have any schools at all (cf Chapter 1 p 7, School map figures). The low holding power of schools results in a majority of the students dropping out of elementary schools without completing 7-8 years of schooling. Many of them leave too early (in

grades I-V about 60 per cent) to be able to learn enduring skills of reading, writing and arithmetic. The achievement of the goal of universal elementary education has assumed increased urgency in view of the country's commitment to complete the task by 1990. It has also become more complex considering that the high priority groups now to be reached are those who are prevented from taking benefit of education because of social and economic deprivations.

Against that background the NFEP needs to be expanded as much as possible. So far there are no definite operative figures on how the drive on Universal Primary Education in the nine states will be shared between the formal and non-formal systems. To judge from discussion which the team has had with representatives of education in Uttar Pradesh and Rajasthan, an educated guess is, however, that in the nine educationally backward states the share will be planned to mean that the two systems will contribute according to a 2:3 ratio.

Chapter 3.

THE NON-FORMAL EDUCATION PROGRAMME:QUALITATIVE PERFORMANCE ASPECTS- THE NINE EDUCATIONALLY BACKWARD STATESCURRICULA AND METHODS

The NFE Programme is directed at the realization of the twofold objectives of helping the child in his/her entry into the formal system and improving the quality of his/her life. The selection of modes and methods to pursue those objectives is dependent on a number of factors, viz. the extent of emphasis given on the former or latter objective, competencies of the teachers, availability of resources in the form of instructional materials, physical facilities of the centre, and the needs and levels of the children. A review of survey reports, conference papers etc shows wide variations in these respects. The states emphasizing child's entry into the formal system generally make use of methods that come rather close to that of formal schools. To some extent Madhya Pradesh, Uttar Pradesh, Andhra Pradesh, and Orissa may be mentioned as examples. In these states, the non-formal curriculum for the primary level are framed into units of about the same type as formal school syllabus topics. In the teaching/learning process, however, attempts are made to relate the contents to the environmental situations and life experience of children. At times these states also use local specific materials prepared by the UNICEF assisted projects of Comprehensive Access to Primary Education (CAPE) and Developmental Activities in Community Education and Participation.

In a number of states, especially in the experimental NFE centres run by NCERT, the teaching-learning processes are characterised by features such as ability-grouping, monitor system and utilization of life experiences. In the teaching of literacy and numeracy sometimes name cards, and number cards and games are used. In environmental studies teaching is organised around environmental problems and practices such as personal hygiene and home management. Sometimes discussions and lectures are arranged by inviting local craftsmen and social workers.

Unfortunately the number of NFE centres characterised by the above-mentioned features are limited in number. In many cases, educational programmes organised at the NFE centres are not along the lines of the NFE philosophy and modes. Due to the shortage of instructional materials, the teaching is done with the help of formal education material and methods.

This means, so to say, part-time formal education centres, although with less rigidities.

The first step to improve this situation would be to replace the formal school materials by those prepared in accordance with the non-formal approaches to learning. The problem is all the more acute at the middle level for which formal schools books are almost exclusively used..

GIRLS AS A CENTRAL TARGET GROUP

The need for curriculum revisions etc are also acute as regards girls. Here a number of steps must be taken e.g:

- development of craft oriented and functional types of programmes. The focus should be on literacy and numeracy, but also on the training of the girls for their roles as housewives, mothers, breadwinners and citizens
- recruitment of female instructors and intensifying their training programmes
- establishment of child care centres so as to enable the girls to leave their siblings while attending classes
- introduction of incentives by providing e.g. "Earn while your Learn" activities.

EXAMINATION

In almost all the states the five-year curriculum of primary classes has been condensed into a two-year course. In e.g. Uttar Pradesh the contents of the NFEP at primary and middle stages are rather similar to those of formal schools. The students attending the NFE centres are expected to appear in the formal Class V and Class VIII Examinations, after two and three years respectively. In Assam, after completing the course at the primary level, a learner is accepted as competent for admission in the next higher class of formal education. In Orissa and Rajasthan there is no issuing of certificates to the NFE children, but the matter is currently under consideration.

No doubt, an official accreditation of the achievement of the pupils contributes to the status of the NFEP. It seems, however, questionable if the form of it should be that of the formal school. At least there should be supplementary forms particularly designed for those who, e.g., will continue their education within the Adult Education system. Otherwise, the conditions of the formal school will become a too heavy steering agent of the NFEP.

TEACHERS

The policy of the recruitment of NFE teachers varies from state to state in the government as well as in the voluntary sector. In Madhya Pradesh formal school teachers are engaged on part-time basis. Rajasthan, Andhra Pradesh and Uttar Pradesh are mainly preferring local educated youths.

The NFE teachers are given initial training of a duration from one day to fifteen days with follow-up programmes according to the availability of budget, time and resources. The contents covered in the teacher-training programme include administration, organisation, methodology and pupil evaluation.

In respect of the increased efforts to enrol girls, the training of female teachers must be intensified.

SUPERVISION AND MONITORING

Effective implementation largely depends upon proper supervision and monitoring. In case of non-formal education programmes, this has been the weakest link in the entire process. Inaccessibility of the location of the centres, too many centres per supervisor (at time 60 per head), little or no orientation about the NFE approaches, odd timing of the centres activities are some of the reasons for ineffective supervision. In some states, like Orissa and West Bengal no officials have been appointed in the Directorates exclusively to look after the implementation of the non-formal programmes because of which monitoring and coordination have become real problems. The supervision and monitoring functions are often casual and irregular rather than continuous advisory guidance services. There is urgent need for expansion and strengthening of the supervision system, especially the one going from district to centre/village level.

RESOURCE CENTRES

In the original NFE Scheme block/village level decentralised resource centres were conceived as vital organisations for providing facilities and guidance to the local cluster of non-formal centres. But in most of the states, such centres either do not exist or are not functioning satisfactorily. This has hindered the generating of new ideas and the production of materials at the grass-root level. Therefore, the establishment/strengthening of decentralised Resource Centres at appropriate places represents another urgent need.

COORDINATION AND COOPERATION WITH ADULT EDUCATION

There is very little linkage between the programmes of NFE and that of Adult Education. A majority of the NFE children after completion of the NFEP may not continue into the formal system. Therefore, a better linking of the Programme to various follow-up activities for adult neoliterates is necessary.

Chapter 4.

UTTAR PRADESH AND RAJASTHAN - TWO STATES PARTICULARLY FOCUSED UPON DURING THE MISSION

In accordance with the terms of reference, the team has visited and paid particular attention to the conditions in Uttar Pradesh and Rajasthan. Out of the approximately 450 districts in India, the Seventh Five-year Plan Commission has selected 140 districts as being particularly poor as regards education. About 75 per cent of those 140 belong to the nine educationally backward states. Not the least, Uttar Pradesh and Rajasthan have districts which are at the bottom as regards enrolment of girls at the primary level of the formal school system, as indicated by the table below.

Enrolment in Classes I-V as Percentage of Population
in the Age-group 6-11 Years

States	Lowest Districts	Boys	Girls	Total enrolm
	Name			
Andhra Pradesh	Adilabad	66	25	45
Assam	Darrang	76	54	65
Bihar	West Champaran	65	20	43
Jammu & Kashmir	Srinagar	61	28	45
Madhya Pradesh	Jhabua	57	20	39
Orissa	Kalahandi	95	41	69
Rajasthan	Bikaner	67	21	47
Uttar Pradesh	Rampur	64	20	44
West Bengal	Murshidabad	75	53	64

Thus, the choice of Uttar Pradesh and Rajasthan as focal points for in-depth studies of the conditions of the NFE Programme was a most defensible one.

UTTAR PRADESH

The state of Uttar Pradesh is situated in the northern part of India. The total population according to the 1981 census is 110 million, of which about 90 per cent live in rural areas. The proportion of Scheduled Castes is high, some 21 per cent, whereas Scheduled Tribes represent a much lower proportion. Per capita expenditure on education is the lowest among the Indian states and territories, namely 40 Rs (cf table in Chapter 1, p 7). Out of a total of 56 Districts, 45 are below national average literacy rate, as can be seen from the table below.

Districts having Literacy Rate below the National Average. Uttar Pradesh

District	Rate	District	Rate
Agra	33	Lakhimpur Kheri	19
Aligarh	31	Lalitpur	20
Allahabad	28	Mainpuri	33
Azamgarh	24	Mathura	30
Bahraich	16	Meerut	34
Ballia	28	Mirzapur	23
Banda	23	Moradabad	20
Barabanki	19	Muzaffarnagar	29
Bareilly	21	Pilibhit	20
Basti	20	Pratapgarh	25
Bijnore	26	Raebareilly	23
Budaun	16	Rampur	16
Bulandshahr	29	Sahranpur	29
Deorina	23	Shahjahanpur	21
Etah	26	Sitapur	21
Faizabad	25	Sultanpur	22
Farrukhabad	31	Tehri	27
Fatehpur	26	Unnao	25
Ghazipur	27	Uttarkashi	28
Gonda	16	Varanasi	32
Gorakhpur	24		
Hamirpur	26		
Hardoi	23		
Jalaun	35		
Jaunpur	26		

On the basis of the IV Educational Survey conducted in 1978, educationally backward blocks were identified in every district in terms of low enrolment levels of children of age-group 6-11 and 11-14. In 1980-81 the two most backward blocks in each one of the 56 districts were selected with the target of opening, in each selected block, 50 primary-stage centres and 15 middle-stage centres. The villages in the selected blocks having the largest number of unenrolled boys and girls were selected for the opening of these centres. In each centre 25 children were to be enrolled.

In 1981/82 - 1983/84 two more blocks have been selected per year with the targets of opening 50 primary-stage centres and 7-8 middle-stage centres in each block. The proposed coverage of block and villages/blocks in 1984/85 is the same, to the effect that at the end of the year 536 blocks out of 895 will be covered.

The actual achievement as regards number of centres established during the Sixth Five-year Plan period is given below.

Number of NFE Centres

	80/81	81/82	82/83	83/84	84/85 sanc- tioned	84/85 achieved (end 84)
Primary	5364	11043	16657	20857	29400	24610
Middle	1404	2261	3085	2829	3920	3859

In addition to the number of 29400 primary stage centres sanctioned by the State Government, an additional sanction including 3000 primary-stage centres exclusively for girls was given in the last week of November 1984. These centres will start functioning from December 1984 and increase the 1984/85 figures in the table correspondingly.

Progress of Enrolment (thousands)

	80/81	81/82	82/83	83/84	84/85 (end 84)
Primary	101	239	370	475	610
Middle	19	39	65	82	82

Out of the totally 610 000 enrolled in primary-stage centres 255 000 (42%) are girls. If split-up by sex and SC/ST, the primary-stage figures 1980/81 - 1983/84 given above will be as follows:

Primary-Stage Centres: Progress of Enrolment by Year, Sex and SC/ST (thousands)

	1980/81			1981/82			1982/83			1983/84			1984/85		
	B	G	T	B	G	T	B	G	T	B	G	T	B	G	T
SC	25	9	34	62	29	91	97	31	118	103	51	154	-	-	-
ST	1	1	2	1	1	3	3	2	5	3	2	5	-	-	-
Others	45	20	65	86	59	145	151	97	248	191	125	316	-	-	-
Total	71	30	101	150	89	239	241	128	370	297	178	475	355	255	610
Perce- tage															
GIRLS		30			37			35			37			47	

Although considerable strides have been made, as reflected by the figures just presented, there is still much to be done until the NFEP has taken its proper share of the Universal Primary Education drive in Uttar Pradesh.

The total children population in the age-groups concerned is in thousands:

	boys	girls	total
Age group 6-11	8127	7512	15639
Age group 11-14	4614	4069	8683

Among the 6-14 year old the following numbers are enrolled in formal education:

	boys	girls	total
Age group 6-11	7930	3777	11707
Age group 11-14	2821	855	3676

Focusing particularly on the 6-11 age-group as being of special interest for the pursuance of the Universal Primary Education objectives, we can estimate the number of children in the age group concerned who still are left out as being approximately 3.4 million at the end of the 6th five-year plan. Among those it is envisaged by the State Government that approximately 2 million will be taken care of by the NFE Programme during the coming five-year period. A majority of them will be girls.

During the period 1985-90, the plan of operation so far discussed by the authorities concerned is to continue the existing centres. In addition to this, 80 000 primary and 10 000 middle-stage centres are proposed. The envisaged yearwise break-up of the primary level centres is given as follows:

<u>Number of Additional Primary-level Centres Envisaged</u>				
1985/86	1986/87	1987/88	1988/89	1989/90
16000	16000	16000	16000	16000
	16000	16000	16000	16000
		16000	16000	16000
			16000	16000
				16000
16000	32000	48000	64000	80000

RAJASTHAN

Rajasthan in the northwestern part of India is the second largest state covering 10 per cent of the country's land area. The population is 35 million 5 per cent of India's total population. Almost 30 per cent of the population belong to SC (17 per cent) and ST (12 per cent). There are 35 000 villages and 200 towns and cities. 77 per cent of the population live in rural areas. The state is divided into 27 districts.

Rajasthan is one of the poorest states in India. Much of it is desert or semidesert. Droughts and famines occur frequently, which leads to a high level of seasonal migration.

Agriculture forms the economic base of the state. Valuable minerals, raw materials for the fertilizer industry and the building industry are available. Most of the industrial potential remains unexploited due to lack of energy. Electrification in rural areas is in progress and covers about 50 per cent of the villages. Electricity is, however, supplied only a few hours a day.

Rajasthan is easily accessible from Delhi. Travelling time Delhi-Jaipur by road is about 5 hours and by air 35 minutes. Travelling time Delhi-Udaipur by road is about 12 hours and by air 1 hour. Most villages in Rajasthan are not accessible by car.

The per capita expenditure on education was in 1983/84 Rs 76, slightly above national average (cf Table in Chapter 1, p 7). The rural literacy rate in Rajasthan is among the lowest in India. For more detailed information in this respect reference is given to the table below.

Districts with Literacy Rate below the National Average. Rajasthan

District	Rate	District	Rate
Ajmer	19	Jaisalmar	20
Alwar	26	Jalore	13
Banswara	16	Jhalawar	22
Barmer	11	Jhunjhunu	27
Bharatpur	25	Jodhpur	14
Bhilwara	19	Kota	31
Bikaner	27	Nagour	25
Bundi	19	Pali	21
Chittorgarh	21	Sawaimadhopur	22
Churi	21	Sikar	24
Dungarpur	18	Sirohi	19
Ganganagar	25	Tonk	35
Jaipur	31	Udaipur	22

Banswara and Dungarpur are two tribal districts in the south of Rajasthan. They cover 2.6 per cent of the area of Rajasthan and have a population of 1.6 million, among which 93 per cent live in rural areas. The population density is almost twice the state average. There are 1300 villages, each consisting of a number of dispersed hamlets. The tribal population is 70 per cent and the scheduled caste population 5 per cent. The two districts contain 40 per cent of the tribal population of Rajasthan. In Bichhiwada Block in Dungarpur District, the literacy rate is 1 per cent for women and 17 per cent for men.

Due to poverty, droughts, landlessness and lack of employment opportunities, a large number of households migrate every year to nearby areas in search of employment. In Bichhiwada Block 80 per cent of the heads of households migrate, in most cases taking women and children along. 64 per cent of the households have an income of less than Rs 400 per capita. Average daily wages for agricultural labour are for children Rs5, for women Rs 6 and for men Rs 8.

The first NFE Centres in Rajasthan were opened in 1975/76. Since then the number of such centres has grown to over 9,000 out of which 3,000 are designated as Girls Centres. So far Rajasthan has established no middle-level centres. The total number of children attending the NFE Programme was in November 1984 about 307,000 among which 138,000 were girls. During the Seventh Five-year Plan 42,000 NFE centres are planned to be established. The total enrolment in 1989/1990 is estimated to be 1,200,000 among which 850,000 girls.

The State Government is cooperating with a number of Non-Governmental Organizations in establishing NFE Centres. Five have so far been sanctioned to establish 170 Centres. Budget sanction is awaited to another 15 organizations for the running of additional 560 Centres.

Chapter 5.

OBSERVATIONS AND COMMENTS ON THE PROGRESS OF THE
NON-FORMAL EDUCATION PROGRAMME

In Chapter 3, Qualitative Performance Aspects etc certain evaluative comments have already been given on matters of curricula and methods, girls education, examination and accreditation issues, resource centres, and coordination and cooperation with adult education.

In another preceeding chapter on Quantitative Performance Aspects, the national and the nine-educationally - backward - state coverage of children within the NFEP were reported. As can be seen the actual achievement by 1984/85 does not tally with what was expected in advance. The falling behind is due to many factors, one being the fact that the first year of the plan-period more or less become a lost one, because of change of administration and general, initial implementation problems. Since the NFE drive now has gained considerable momentum the risk for non-acceleration seems to be negligible.

The road toward Universal Primary Education by 1990 is, however, paved with difficulties. As mentioned in the introductory chapter, approximately 1.5 million new centres should be established, at negligible capital costs and with annual running costs of approximately 2500 Rs each. To make a costing of such an undertaking requires knowledge of its timing, which is not available at present. As a rough estimate we have, however, calculated with a total number of 5 million "centre-years" during 1985-1990. Taking then into account the probable total budget expenditure during the same period (estimated on the basis of the table given in Chapter 1, Budgeted Expenditure on Education) we arrive at a tentative conclusion that the drive on Universal Primary Education by 1990 would additionally consume approximately 5 per cent of the total (primary + secondary + higher education) budget expenditure on education during that period.

Against that background it seems now defensible to say that money is perhaps not the most overriding problem - particularly if the need and the vast plentitude of beneficiaries are kept in mind. Instead the administrative machinery may represent the most serious bottleneck: The equipment and running of 1.5 million additional centres, the training and provision of about the same number of teachers, the mobilization and registration of new pupils etc, all this represents an enormous undertaking. Although the feasibility of setting

the deadline at 1990 can be seriously questioned, the very ambition to pursue the objective of Universal Primary Education at highest possible speed constitutes - to our mind - good reasons for foreign, possible donors or contributors to the NFEP not to advocate and support more elaborated part-projects or experimental schemes within the general NFEP. No doubt the programme must be continuously improved, but it should be done cautiously and within the limits of the present simple and manageable system of teaching, equipping and running of the centres. Contributions and support should be given to the Programme but without any drastic changes of its general outlines.

In Chapter 2 it was also mentioned that at present 20.700 girls centres are established or under establishment as a result of the extension up to 1985 of the Agreement on Swedish support to the NFEP signed on January 21, 1980. The extension meant that out of an unspent balance of SEK 28 million, SEK 20 million was to be used for the financing of the establishment and running of centres exclusively for girls. The Government has released 27 million Rs accordingly to the nine educationally backward states, to the just mentioned effect of 20.700 new centres. For a split-up of the centres on the states concerned reference is given to the table on page 13.

The SIDA-mission is under the impression, not the least from discussions held with ministerial representatives in Rajasthan and Uttar Pradesh and from actual centre visits in the two states, that this support has meant a lot for the promotion of the education of girls and for the increase in the general awareness of their needs.

The remaining balance is to be utilized for the purchase of paper for the CAPE project. According to information given by the Union Ministry of Education and Culture necessary actions are under way: the Ministry is in correspondence with the State Trading Corporation, and it is expected that the required amount of paper will be supplied before the end of the present financial year on March 31, 1985.

The comments so far have mainly been made on the basis of documentation with which the SIDA-mission was provided. The following comments are based on the teams more direct observations, made mainly during the fieldtrips to actual centres, and on various pieces of information communicated verbally. The representativeness of the team's observations

can, no doubt, be questioned. They are not based on any type of randomization or stratification. The centres were primarily selected with regard to such local circumstances as high proportions of Scheduled Castes or Tribes, increased efforts to enrol girls, high percentage of children gainfully employed in various jobs during day-time etc. Naturally the necessity of reaching the Centres without too much travelling and loss of time has also been a selection factor as well as our interest in seeing centres especially established for the girls. Nevertheless, it is the view of the team that the general basis for the comments are reliable enough to make them serve as points of departure for further discussions.

In the report of the 1983 SIQA-mission, several conclusions and recommendations based on field-trip experiences were given. Some of them still seem to be valid. In a very condensed form they will be reiterated here (excluding those which have already been put forward earlier in this chapter and in Chapter 3). They are:

- better coordination of planning and implementation
- more flexible timing of the flow of children (it can still be doubted that two years are the optimal allotment of time for all children to pass through the primary-stage centre programme)
- strengthening of the administrative machinery, particularly the one linking district level to centre/village level,
- establishment of village school committees,
- engagement of Non-Government organizations in the universalization drive to a larger extent than at present,
- schemes of the Earn-While-You-Learn type to be encouraged,
- introduction as soon as possible of an evaluation system to make possible checking on drop-out rate,
- more frequent meetings where the education officers in charge of the NFEP can come together and exchange views and experiences,
- better preparatory and follow-up training of the instructors.

In the previous report better lighting, larger printing and sufficient supply of text books etc were also stressed. Although based on the admittedly non-representative selection of centres, our present observations indicate that the situation in these respects has been improved.

To conclude this chapter with a comment that summarizes our general impression, we would like to say that there are many positive features of the NFEP that seem to come more and more into the fore. The approach is simple and therefore manageable and within wide limits economically viable. The target-population is without doubt the most disadvantaged groups among the rural children, with an increasing share of girls. To them the Programme is the only chance to get in contact with the written word and away from ignorance and exploitation.

PART II

Chapter 6.

PROPOSALS AS REGARDS POSSIBLE FUTURE UNDERTAKINGS

The Union Ministry of Education and Culture requires additional funds in order to meet demands from the nine educationally backward states for the establishment of NFE centres for girls. We recommend that SIDA provides such funds during the Seventh Five-Year Plan period.

The Swedish assistance should be earmarked for establishing and running primary-level NFE Centres for girls in rural areas. (The definition of "NFE Centre for girls" should be the one used by the Ministry in allocating the 90 per cent subsidy, i.e. a minor share of boys should also be allowed, in the interest of flexibility).

The main objective of continued Swedish support to the NFE Programme is to improve living conditions for the weakest section of the rural population, especially for women belonging to scheduled castes and scheduled tribes.

We tentatively suggest the following project targets for 1990:

- establishment of 15.000 primary-level girls centres, to the effect of providing NFE to 350.000-400.000 children out of which at least two thirds should be girls, and including also
- training of 15.000 instructors and 500 block-level supervisors with special regard to the possibility of strengthening the functional aspect of the programme, as developed by the NCERT in projects of the CAPE type.

Thus, the project components would be establishment and running of NFE Centres for girls, meaning an approximately two-year part-time training and including also training of teachers and supervision. The project period should cover the Seventh Five-Year Plan period 1985-1990, although due to the need for preparation and planning of the support, probably only the last four years of the period (1986-1990) would be effective/operational support-years.

Swedish assistance of the magnitude mentioned above would cater for about 1 per cent of the NFE centres additionally required during the Seventh Five-Year Plan period (cf Chapter 1 p 10). We therefore recommend that the Swedish support is restricted to a smaller area. This is in line with the recommendation of the previous mission (October-November 1983) that a possible second-phase project should be

area-based and that it should be concentrated to one or two states, possibly where other SIDA-supported activities are already under implementation or preparation.

The main argument for an area project is that a geographical concentration facilitates monitoring and evaluation. A possible counter-argument is that a large flow of external funds into only one state might overload its administrative capacity. We consider, however, that risk to be marginal.

Both states mentioned above are suitable for the project. We recommend, however, that it is restricted to one of them. A concentration to one state has the advantage that only one State administration has to be dealt with. This would save time and facilitate possible joint efforts.

After much pondering we give priority to Rajasthan. There the project would cater for more than one third of the total number of NFE Centres to be established during the Seventh Five-Year Plan period. Rajasthan has one of the lowest average literacy rates among the nine educationally backward states. Its population growth rate is high. Birth rates, death rates, infant and child mortality rates are all higher than the national averages.

We do not, however, exclude the possibility of including also Uttar Pradesh, where the educational situation as well is utterly poor (cf Chapter 4). What, to us, has been the main differentiating factor (most other factors being equal) when choosing between Uttar Pradesh and Rajasthan, is the fact that in Rajasthan two SIDA-supported projects are under preparation and likely to start this year: The Rural Water Supply, Sanitation and Health Education Project in the District Banswara, Dungarpur and Sawai Medhopur (to be implemented by UNICEF), and the Pilot Project in District Dungarpur (to be implemented by a voluntary organization). There is a definite link between these two projects and the NFEP. Health education is a major component of the water/sanitation projects and also a key element in the NFE curriculum.

As regards project size, SIDA has at present not given any indication on the magnitude of the support. The size tentatively suggested above (in short 15,000 girls centres) would, as mentioned, mean a subsidizing of about 1 per cent of the total cost for the establishment of centres during the Plan period. If the heavy all-India drive on 1.5 million additional centres would not fully materialize

(which might happen), the percentage share provided by SIDA naturally would be higher.

The suggested figure of 15.000 centres by 1990 would require a contribution of SEK 75 million totally over the Plan period, i.e. a contribution by SIDA of about the same magnitude as the one during 1980-85. For further information on how costs and annual building-up of centres have been calculated, reference is given to foot-note at the bottom of this page. 1)

The preparation of a detailed project proposal and its processing by SIDA and the Government of India is likely to take most of 1985. Implementation could start early 1986 and the project should be completed by June 1990.

As regards the organizational structure, the proposed project should be implemented by existing state-level administration. An assessment must be made of the capacity of the proposed state to implement the project. (Such an assessment might be facilitated by the current evaluation of the NFEP incumbent upon the National Institute for Educational Planning and Administration NIEPA).

A number of voluntary organizations are active in the fields of adult and non-formal education and

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- 1) Out of an assessed Swedish contribution of Rs 100 million, 90 million are used to establish NFE Centres. If the average cost per centre (marginal capital costs plus running costs) is Rs 2.500/- (plus 10% State contribution), the total number of centre-years would be 36.000. As project preparations are likely to take most of the first year, some four years remain to establish centres. The number of new centres to be established per year is 3.600. If each student is enrolled for an average of two years and each centre is able to turn out about 20 literate children every second year, the result would be around 360.000 literate children (mainly girls).

some of them are already being used by the NFEP in Rajasthan. They and other competent organizations should be allowed to participate in the SIDA assisted project.

At the Union level there should be a Steering Committee with members from the Union Ministry of Education, NCERT, the project state(s) and SIDA. The main task of the Committee would be to review the progress of the project on the basis of the monitoring to be carried out by the Union and State authorities and by SIDA.

A SIDA appointed Liaison Officer should be stationed in Delhi for the duration of the project. He/she would be supported by national consultants for monitoring and evaluation as and when required.

In addition to the monitoring carried out by Ministry of Education and the respective State authorities, SIDA should through its Liaison Officer carry out spot checks in the field on representative samples of project NFE Centres. The purpose of the monitoring is to check that the project is progressing as planned and that the bilateral funds are used for the intended purpose and with a reasonable degree of efficiency. The monitoring will provide the Government of India and SIDA with rapid and accurate feedback and enable the Steering Committee to improve and adjust the project if necessary.

The monitoring will be a continual activity for the duration of the project.

Annual reviews, and mid-term and final evaluations will be carried out according to SIDA's standard procedure.

Concerning steps to be taken in the nearest future, the team would like to point out the following ones:

- discussions and preliminary decisions within SIDA
- a first operative planning of the support by a SIDA representative in June or July, 1985.

SUMMARY

Universal Primary Education (UPE) is included in the Indian constitution but has not been reached in spite of great efforts. According to the seventh five year plan (1985-90) the goal of UPE is to be achieved by 1990 through expansion of the formal education system and the promotion of a system of non-formal education (NFE). Taking into account the present NFE enrolment (3.5 million children; 140 000 centres), this means that about 1.5 million additional NFE centres will have to be established 1985-1990.

The children, particularly girls, belonging to Scheduled Castes and Scheduled Tribes (SC/ST) pose special enrolment problems. In some places the rate of illiteracy of girls is as high as 85% and in the case of SC/ST it is 85% to 100%. About two thirds of the non-enrolment problem are to be found within the nine educationally backward states.

As regards those states, the situation has been positively affected by the fact that the Union Government has contributed 50 per cent of the costs for the establishment and running of non-formal education centres. This scheme started in the latter half of the seventies. Since 1984 the Union pays 90 per cent of the costs for NFE centres exclusively for girls. At present there are 20 700 such centres.

The NFE programme is directed towards the twofold objective of helping the child in his/her entry into the formal system and improving the quality of his/her life. Some states emphasize the child's entry into the formal system, while other states use specific, more functional material prepared by the UNICEF-assisted projects of Comprehensive Access to Primary Education (CAPE) and Developmental Activities in Community Education and Participation.

In almost all the states the five year curriculum of primary classes has been condensed into a two year course. In Uttar Pradesh the contents of the NFE programme at primary and middle stages are rather similar to those of formal schools and the students are expected to appear in the formal Class V and Class VIII. In Assam the learner is accepted as competent for admission in the next higher class of formal education. In Orissa and Rajasthan there are at present no issuing of certificates to the NFE children.

The policy of the recruitment of NFE teachers varies. Madhya Pradesh formal school teachers are engaged on parttime basis. In Rajasthan, Andhra and Uttar Pradesh local educated youths are preferred. The training of NFE teachers is short. It varies from one

to fifteen days with marginal follow-up programmes.

Supervision and monitoring are among the weakest links in the entire system. There is a need for expansion and strengthening of that part of the programme, especially from district to centre/village level. The same need of strengthened efforts also holds good for the drive on the enrolment of girls.

In the report of the 1983 SIDA-mission, several conclusions and recommendations based on field-trip experiences were given. Some of them are still valid. They are:

- better coordination of planning and implementation,
- strengthening of administration, especially the linkage between district and centre/village level;
- establishment of village school committees,
- engagement of Non-Government organizations to a larger extent;
- introduction of an evaluation system,
- better training of instructors.

In previous reports better lighting and sufficient supply of text books have been stressed. Although based on nonrepresentative selection of centres, our present observations indicate that the situation has been improved.

There are many positive features of the NFEP coming more and more into the fore. The approach is simple and therefore manageable. The Programme is economically viable; capital costs being marginal and running cost per centre 2 500 Rs per year. The target population is the most disadvantaged groups among the rural children with an increasing share of girls. To them the Programme is the only chance to get in contact with the written word and away from ignorance and exploitation.

SIDA has contributed to the non-formal education programme 1980-1985 with a total amount of 75 million SEK. 55 million has been used for the purchase of paper for text books and 20 million for the establishment and running of 20 700 girls centres 1984-1985.

In part II of this report it is suggested that the SIDA support be continued during 1986-1990 for the establishment and running of 15 000 NFE centres for girls in Rajasthan or Rajasthan and Uttar Pradesh. The suggested amount is 75 million SEK.

APPENDICIES

Appendix 1.

ILLUSTRATIVE DISTRICT AND CENTRE DESCRIPTIONS

In order to convey to the reader a more concrete picture of the NFE activities, the following descriptions of districts and centres visited by the team are given.

Uttar PradeshHardoi District

Hardoi is situate 110 kilometres west of Lucknow. There are sugar and textile factories. The district is divided into 19 blocks. It has a population of 2.3 million of which 0.3 million in urban areas. NFEC's have been organised in 10 of the 19 blocks. Of the centres 210 are housed in school buildings and 165 at other places.

NFE Enrolment in Hardoi District

Year	No. of centr.		Primary		Middle		Total
	Prim.	Middle	Boys	Girls	Boys	Girls	
1983/84	400	75	5.909	5.921	1.045	298	13.173
1984/85	500	75	6.806	5.377	1.083	532	13.798

NFE Results of Annual Examination 1982-84Primary stage

Year	Registered		Appeared		Passed	
	Boys	Girls	Boys	Girls	Boys	Girls
1982	243	103	103	41	103	40
1983	181	46	181	46	180	46
1984	1.923	949	1.376	611	1.358	566

Sitapur District

Sitapur District belongs to the Lucknow region and is located north-west of Lucknow. The town Sitapur is situated at the main railway line to Lucknow and Delhi. Total population 2.3 million among which 2.1 million in urban areas. NFE centres (NFEC) have been organized in 11 blocks.

NFE Enrolment in Sitapur District, 1984

Stage	Boys			Girls		
	S.C.	Others	Total	S.C.	Others	Total
Primary	3.570	4.757	8.327	1.625	2.521	4.146
Middle	367	728	1.095	173	276	449

NFE Result of Annual Examinations 1982-84

	Year	Registered		Appeared		Passed	
		Boys	Girls	Boys	Girls	Boys	Girls
Primary	1982	613	241	316	186	316	186
	1983	614	334	403	211	403	211
	1984	4.232	2.093	3.654	1.762	3.576	1.691
Middle	1984	186		129		79	

Unnao District

Unnao is situated south-west Lucknow. The district has three factories one of which is a leather factory. Total population is 1.8 million. There are 1500 formal basic schools approximately with 5000 teachers (700 of them being female) and 198000 pupils (65000 of them being girls). The literacy rate is 26%, NFEC are organised in 8 of 16 blocks. 210 centres are housed in school buildings and 365 at other places.

NFE Enrolment in Unnao District 1983/84

	No of Centres	No of Pupils		Total
		Boys	Girls	
Primary	300	3291	1743	5034
Middle	30	306	148	454

NFE Results of Annual Examinations Primary Stage

Year	Appeared		Passed	
	Boys	Girls	Boys	Girls
1982	561	173	502	144
1983	566	194	504	169
1984	2537	1860	2221	1573

Totally ten centres in Hardoi, Sitapur and Unnao were visited. They were chosen by the Indian authorities and our visits were prepared. Thus, we cannot judge whether the centres seen by us are typical. There was an emphasis on girls centres.

The centres are located in school buildings, temples, mosques, or private houses. Instructors are working, retired or unemployd teachers, or unemployd educated young men and women with good records. Lessons are held in mornings, afternoons, or evenings according to whatever is suitable to most of the children. The centres are running 6 days a week with the exception of local holidays. The number of

children is kept at a maximum of 25 per centre. They are 8-15 years old. Most centres visited are situated in villages. To our judgement the children come from the weaker sections of society. For instance, all children were barefoot

Centre A is situated in Hardoi town and classes are held on the verande of a big building belonging to the parents of the young female instructor. She has recently graduated, is unemployed, and plans to continue her studies for a M.A. The centre was opened in August 1984. The building is electrified and there is a bulb and a fan. When we arrived the class was engaged in spelling. The centre has 23 pupils, 12 girls and 11 boys, 8-12 years old. Three children has dropped out. The parents of the children are cycle-rickshaw drivers or day-labourers.

Centre B is located in a village and classes are held on the veranda of a private house. Three kerosine lamps were hanging from the ceiling. The centre started in August 1984. The female instructor is 21 years old and has 12 years' education. All pupils are girls. Two boys were present, but they were not enrolled as they accompanied their elder sisters. Charts, most of them made by the teacher, are fixed to the walls. The instructor also teaches hygiene, food preparation, and knitting.

Centre C is a middle stage one and housed on the veranda of an elementary school building. The elderly male instructor is a teacher in a junior high school. Serving teachers are preferred at the middle stage level. The centre started in 1982. Seven boys and one girl are present. Five pupils were enrolled in the beginning and presently ten children, age 11-14, come to the centre.

Centre D is situated in a village within a settlement of a tribe, the members of which used to live as nomads getting their living from robbery. After much persuasion the government managed to get them settled and they were provided land and housing. The centre is located in a single-room house belonging to a tribesman. The room had no signs of being used for other purposes. The instructor is a woman. There are 17 girls and 13 boys in the centre.

Centre E lies off the main road. An almost impassable dusty road leads to the village. It has a population of about 800. When we arrived, the children were occupied with handicraft. Some girls were making bowls and dishes of raffia, others were knitting and the boys were making ropes. Afterwards the children performed singing to the music of a drum. 30 children of which 12 girls are going to the formal school in the village. The centre has 29 pupils of which 22 are girls. Classes are held in a small enclosure adjacent to a clay storage house with thatched roof belonging to a merchant.

To reach Centre F we continued along the road that led to Centre D. The centre is located in a private house which seems to be the best one in the village. There is a roller board but no map or posters. Four rather bad kerosine lamps are used. The instructor is a man. There are 25 children enrolled of which 6 are girls. To write on the slates the children use sticks and white clay suspended in water. The villagers are living on small farms (generally about two acres/family) and cattle breeding. The men also work as day labourers in the nearby town. The children are mostly cattle herding.

Centre G is located to the veranda of a private house belonging to a social worker. There is no electricity; light is provided through five kerosene lamps. The centre opened in November 1984. The male teacher has 12 years' education. 21 children, of which 3 boys are enrolled. The parents are mostly day labourers.

Centre H is located in a large village with clay and brick houses. Classes are held on the veranda of an electrified brick house. The centre was opened in August 1984. The male teacher has 10 years' education. 17 children are enrolled, 8 girls and 9 boys. They belong to poor families having only 1-2 acres of land.

Centre I was opened in November 1984. Classes are held on the veranda of a Hanuman temple. The male teacher has ten years' education. The centre has 25 pupils, 17 girls and 7 boys. 24 children were present. Most of them belong to the SC's.

Centre J lies in a big village and is housed in a new school building made of red brick with a ceiling of corrugated sheet and an earth floor. There is no electricity. It is a middle stage centre and was established in August 1982. The teacher is a 16 year old girl with 12 years' education. When we arrived the instructor was reading from the text-book and the children were reading the same thing in chorus. 26 children are enrolled, 12 girls and 14 boys. They belong to the weaker sections of society.

Rajasthan

In Rajasthan fourteen centres were visited in the districts of Udaipur, Banswara, and Dungarpur. Our visits were prepared and in some cases the hours were changed to suit our itinerary. Most centres were visited during day-time.

Most information regarding the centres in Uttar Pradesh is valid also for Rajasthan with a few exceptions. The number of children at a centre is not strictly limited. Sometimes there were over 40 pupils. The children are younger than in Uttar Pradesh. In Rajasthan the pupils also learn the Latin alphabet and the Arabic numerals at an early stage. All centres were equipped with two rather big charts for that purpose.

Centre A is situated in an agricultural village and located in a temple. There is an electric bulb. The space is small and the children were sitting closely together. The pupils had no books but we were informed that they had one each. The centre was opened in November 1984. The female teacher who lives in the village, has 10 years' education. Teaching hours are 6-8 p.m. 40 children are enrolled, 25 girls and 15 boys. 20 girls and 15 boys were present. Their age is 6-11. 5 pupils belong to SC. During the day they are cattle herding or working in the nearby stone mine. The parents are small farmers or labourers.

Centre B lies in a village and classes are held in the teacher's house. The female teacher has 8 years' education. The children were sitting on the concrete floor without mats. There is one electrical bulb. The centre started in November 1983. When we arrived, the pupils were busy writing arabic numerals on their slates. When we asked about text-books they were distributed. They seemed

however, unused. There was no roller-board. 45 children age 5-11 are enrolled of which 26 girls. Present were 16 girls and 9 boys. 7 girls and 2 boys are SC. One girl had a small sibling sitting in her lap. Parents are small farmers or landless labourers working in the town 20 km away. Means of transportation are bus or bicycle.

Centre C is situated in the same village as centre B and is located in a tribal temple which has electricity. The male instructor has 10 years' education. The centre was opened in February 1984. Teaching hours are 7-9 p.m. Enrolled are 20 girls and 20 boys 7-15 years old. 14 girls and 19 boys were present. All of them are ST. When asked why they had joined the centre, one of the 15 years old boys said he did not want to be cheated. The parents are landless farm labourers.

Centre D is situated in a village with a population of about 200 inhabitants. The area is barren and rocky. At a distance we saw irrigated land. The building in which the centre is located, has been built for the centre through a self-help scheme. Teaching hours are 2-4 p.m. The instructor who lives in the village is a man with 9 years' education. The nearest formal school is 4 km away. When we left a man from the village gave a written petition for a formal school to one of the Indian officials accompanying us. There are 2 girls and 25 boys enrolled. However, 29 boys and 8 girls were present and we were told that the additional children, of which 6 are girls, would be admitted. All pupils except 2 and the instructor are ST. The dialect of the area is Newari but the people understand Hindi and the lessons are in Hindi. The children were appallingly skinny with tattered clothing.

Centre E is in the outskirts of a peasant village. The children were sitting on a sort of veranda with three ruminating buffalo cows in the background. The house belongs to the male instructor, who is a small farmer and has 8 years' schooling. Teaching hours are 6-8 p.m. The centre was opened in December 1983. When we arrived the children were praying. 8 girls and 19 boys are enrolled. More children (4 girls and 5 boys) were attending classes irregularly. If they come regularly they would be enrolled. The children are helping the parents at home, in the fields, or with cattle herding. All belong to ST. Newari is the spoken language.

Centre F is situated in a rather big peasant village densely built with brick and clay houses. The centre is located in a temple and was started in March 1984. Teaching hours are 9-11 a.m. The instructor is a married woman living in a village 2 km away. She has 8 years' schooling. 35 girls, 6-15 years old, are enrolled. 33 were present. 5 small boys accompany their sisters. 3 girls are married but are still living with their parents. The girls are clean, well fed, and has beautiful clothes in bright colours. They are evidently from fairly well-to-do families. The formal school is only half a km away but there are only boys and therefore the parents do not want to send their daughters. The girls also have to help their parents at home and with cattle. Before we left the girls were singing and two girls were dancing.

Centre G is situated in a village of 400 inhabitants in an almost barren area with only cacti and low bushes. The centre is located in a Hindu temple and was opened in August 1984. The instructor is a woman from the village with 9 years' education. There are 37 pupils 6-14 years old enrolled. A formal school is situated at a distance of 2.5 km, but only boys are sent there. The children must help their parents, who are cattle breeders and/or working at a spinning factory. 18 children are hoping to be able to join the formal school. We were told that the children are rehearsing for the celebrations of the Republic Day (26 January). They want to compete with the formal school.

Centre H lies in a village with a population of 200. The young female instructor with 10 years' schooling has not yet been to a NFE training course. The centre was started in October 1984. 41 children 6-12 years old are enrolled, 25 girls and 16 boys. 13 girls and 13 boys were present. Those missing were said to be helping their parents in the fields. Nearly all children are ST, and their parents are farm labourers. The children look neat and tidy and several girls have rosettes in their hair. The teacher says that they are coming like that every day.

Centre I is located on a small veranda where the 45 children are sitting closely together. The house

belongs to a shop-keeper. The teacher is a young woman with 9 years' schooling. 29 girls and 16 boys are enrolled and all were present. Seven are ST. The parents are small-scale farmers or labourers.

Centre J is situated in a small town outside a house belonging to a peon at a local college. When we arrived the place became very crowded. The instructor is a local man with 11 years' schooling and is otherwise unemployed. Teaching hours are 5-7 p.m. The centre started in August 1984. There are 30 girls enrolled; all present. They are all SC and daughters of Sweepers. One of us acted as instructor and wrote the numbers 1-5 on the blackboard and then proceeded to 8. There was an outburst of protests from the girls.

There is a formal school a bit away. We were informed that parents did not want to send their daughters there because of the traffic. The girls were lively and cheerful in spite of all the people surrounding them.

Centre K is situated in a village with about 180 families. Classes are held 6.30-8.30 p.m. on a veranda with a thatched roof. The house belongs to a farmer of ST. The centre was primarily opened in August 1983 and then re-opened in May 1984. The male teacher with 9 years' education is the village barber. 30 girls are enrolled but only 14 were present due to work in the fields. The children are helping the parents at home, with cattle, and in the fields. 26 are ST and 2 SC. Parents are small-scale farmers or labourers occupied with wood construction, canal digging or farm work. The instructor contacts the parents when the girls have been absent from classes. One of the men surrounding us was asked whether he had sent any children to the centre. The answer was that his children went to classes six and above in the formal school. However, had he had smaller children he would have sent them to the centre as the education there was more personal.

Centre L is situated in an isolated village accessible by a bad and dusty road. The people are shy and the women were hiding their faces behind a corner of their shawls. The centre was opened in June 1984 and classes are held 8-10 a.m. The house belongs to a small-scale farmer of SC. The nearest formal school is 8 km away. The male instructor has 9 years'

schooling. 40 children are enrolled, 23 girls and 17 boys, 5-14 years old. 20 girls and 13 boys were present. 4 belong to ST. Parents are small farmers and/or cattle breeders.

Centre M is situated in a potter village. Classes are held on the veranda of a potter's house. When approaching the centre we heard the children sing, but when we reached there they started crying and many of them ran away; they mistook us for a vaccination team. The male instructor is also teaching in the formal school in the village. 22 boys and 22 girls 6-14 years old are enrolled.

Centre N is situated in a village and classes are held outside a private house belonging to a man of ST. The centre was opened in November 1984. The instructor is a young girl studying privately for a BA. Also here some children ran away mistaking us for doctors. 46 children are enrolled 5-14 years old, 25 girls and 21 boys. 25 are SC and 21 ST. There is a formal school nearby but the parents cannot afford to send the children there.

Appendix 2. ITINERARY

Mon Jan 7 a.m. Arrival in New Delhi
 p.m. Meeting with DCO officers and Mrs Ingrid Ofstad, Norad

Tue Jan 8 p.m. Meeting at the Ministry of Education
 Mr Y N Chaturvedi, Joint Secretary
 Mr M Lakshminarayana, Dep. Secretary
 Mr R K Sharma, Asst Educational Adviser

Wed Jan 9 a.m. Meeting at NCERT
 Dr A K Jala^uddin, Joint Director
 Dr P N Davé, Head, Dept of Pre-School and Elementary Education
 Mr A Nangia, Head, Dept of Publication
 Mr C Ramachandran, Secretary
 Mr P Rao, Production Officer, Publication Dept.
 Mr K Ramachandran, Lecturer, Dept of Pre-School and Elementary Education
 p.m. Departure by air to Lucknow, Uttar Pradesh
 Meeting with Dr I S Gaur, Additional Director of Education and Mr R N Sharma, Joint Director of Education, NFEP

Thu Jan 10 a.m. Travel by road to Hardoi
 Meeting with District Officers, headed by Distr. Inspector of Schools
 p.m. Visits to 4 NFEC

Fri Jan 11 a.m. Travel by road to Sitapur
 Meeting with District Officers headed by Distr. Insp of Schools
 Visits to 2 NFEC

Sat Jan 12 a.m. Travel by road to Unnao
 Meeting with District Officers, headed by Distr Insp of Schools
 Visits to 4 NFEC
 Departure for Lucknow

Sund Jan 13 Preparation of draft report

Mon Jan 14 a.m. Meeting at the Ministry of Education Uttar Pradesh
 Mr R C Tripathi, Secretary of Education
 Mr A Prakash, Director of Education
 Dr I S Gaur, Additional Dir of Education
 Mr R N Sharma, Joint Dir. of Education and others
 p.m. Departure by air to New Delhi

Tue Jan 15 Preparation of draft report

Wed Jan 16 a.m. Departure by air to Udaipur
p.m. Meeting at SCERT with Mr M Agarwal, Director of Rajasthan Adult & Non-Formal Education, Mr B C Sharma, Director SCERT, Mr C S Mehta, Joint Director SCERT, Mr S M Mehta, Joint Director of NFE, Mr S R Mathur, Deputy Director, Mr R K Sharma, Assistant Adviser, Ministry of Education, New Delhi, and others
Visits to 3 NFEC

Thu Jan 17 a.m. Preparation of draft report
p.m. Visits to 4 NFEC

Fri Jan 18 a.m. Travel by road to Banswara
p.m. Visits to 4 NFEC

Sat Jan 19 a.m. Travel by road to Udaipur via Dungarpur.
Visits to 3 NFEC along the road

Sun Jan 20 a.m. Sight-seeing.
p.m. Departure by bus for New Delhi (The flight from Udaipur was cancelled)

Mon Jan 21 a.m. Arrival in New Delhi
p.m. Preparation of draft report

Tue Jan 22 a.m. Meeting at NIEPA. Dr S Bushan and M M Kapoor
p.m. Meeting at NCERT. Dr P N Davé and others

Wed Jan 23 a.m. Preparation of draft report
p.m. Meeting at NCERT with Dr P C Malhotra, Director Dr A K Jalaluddin, Joint Director, Dr P N Davé, and Mr C Ramachandran

Thu Jan 24 a.m. Meeting with DCO Officers
p.m. Meeting at the Ministry of Education
Mr Y N Chaturvedi, Joint Secretary
Mr M Lakshminarayana, Dep. Secretary
Mr R K Sharma, Assist. Educational Adviser

Fri Jan 25 Preparation of draft report

Sat Jan 26 a.m. Departure from New Delhi

Appendix 3.

TERMS OF REFERENCEBackground

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

A review of the NEFP, including Swedish support to the Programme, was undertaken in October/November 1983. The findings have been presented in a report ("The Indian Non-Formal Education Programme. An Evaluation by G Mellbring, O Österling and J Persson.")

In connection with the review, the Government of India requested alternative utilization of SEK 20 million being unspent due to a slower than planned implementation of Programme activities. On the recommendations of the review mission, SIDA decided that SEK 20 million be used for the opening of 10,000 NFE Centres for girls in the nine educationally backward states and SEK 8 million for paper to the UNICEF-supported CAPE-project (Comprehensive Access to Primary Education). The agreement was prolonged by one year to 30 June 1985. It was also agreed that a SIDA-mission should visit India during the fiscal year 1984/85.

Duties

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

1. Study the progress of the NFEP throughout the country, especially the nine educationally backward States with particular attention to Uttar Pradesh and Rajasthan;
2. Investigate the implementation and achievements of girls' centres throughout the country, especially the nine educationally backward States with particular attention to Uttar Pradesh and Rajasthan;

3. Undertake a follow-up of findings and recommendations made in the report of the review in October/November 1983;
4. Investigate the feasibility of continued Swedish support to the NFEP after 30 June 1985 and suggest the outline of possible extent, design and composition of such support.

An outline of a report, in English, shall be prepared during the stay in India and presented to SIDA at the end of the visit. The first version of the report shall be completed not later than 28 February 1985.

Members of the Team

The team will consist of Dr Olle Österling, Vice Chancellor of the Stockholm Institute of Education, Mr Uno Winblad, Consultant, and Ms Gunnel Mellbring, Senior Programme Officer, SIDA, Stockholm.

Duration

The review mission will take place during the period 7-25 January 1985.

Costs

The costs for the review mission will be borne by SIDA.

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

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

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ISBN 91-586-7051-3