

FOR REFERENCE ONLY
PROCEEDINGS

OF THE
THIRTY-FOURTH SESSION
OF
THE CENTRAL ADVISORY BOARD OF
EDUCATION

PART ONE

OCTOBER 11 & 12, 1968
NEW DELHI



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GOVERNMENT OF INDIA
MINISTRY OF EDUCATION AND YOUTH SERVICES

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National Institute of Educational
Planning and Administration
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PROCEEDINGS OF THE THIRTY-FOURTH MEETING OF THE CENTRAL ADVISORY BOARD OF EDUCATION

I. INTRODUCTION

The thirty-fourth meeting of the Central Advisory Board of Education was held at New Delhi on October 11 and 12, 1968 under the chairmanship of Dr. Triguna Sen, Union Education Minister. The following members attended the meeting:

EX-OFFICIO MEMBERS

1. Dr. Triguna Sen
Education Minister (Chairman)
2. Prof. Sher Singh
Minister of State
Ministry of Education
3. Shri Bhagwat Jha Azad
Minister of State
Ministry of Education
4. Shri G. K. Chandiramani
Education Secretary and Educational
Adviser to the Government of India
Ministry of Education
5. Dr. B. R. Saksena
Chairman
Standing Committee for Scientific and Technical Terminology
6. Kumari S. Panandikar
Chairman
National Council for Women's Education
7. Shri L. R. Sethi
Chairman
Central Board of Secondary Education.

NOMINATED BY THE GOVERNMENT OF INDIA

8. Shri A. E. T. Barrow, M.P.
9. Prof. Samuel Mathai
10. Dr. (Smt.) Durgabai Deshmukh
11. Shri A. R. Dawood
12. Rear Admiral R. N. Batra I. N.
13. Dr. D. M. Sen
14. Shri V. K. Gokak

15. Prof. M. V. Mathur
16. Shri Radha Krishna
17. Dr. S. Misra
18. Dr. Romila Thapar
19. Smt. Raksha Saran
20. Shri Anil Mohan Gupta
21. Miss Sitimon Sawian
22. Dr. B. D. Nag Chaudhuri

ELECTED BY PARLIAMENT OF INDIA

Rajya Sabha

23. Shri K. P. Subramania Menon, M.P.
24. Shri S. K. Vaishampayan, M.P.

Lok Sabha

25. Shri J. M. Lobo Prabhu, M.P.

NOMINATED BY THE INDIAN COUNCIL OF AGRICULTURAL RESEARCH

26. Dr. O. P. Gautam

NOMINATED BY THE MEDICAL COUNCIL OF INDIA

27. Dr. R. M. Kasliwal

REPRESENTATIVES OF STATES

28. Shri P. V. Narasimha Rao
Education Minister
Andhra Pradesh
29. Shri J. B. Hagjer
Education Minister
Assam
30. Shri G. Chhokawala
Education Minister
Gujarat
31. Shri C. H. Mohammed Koya
Education Minister
Kerala
32. Shri D. S. Gupta
Education Minister
Madhya Pradesh
33. Shri M. D. Choudhuri
Education Minister
Maharashtra

34. Shri K. V. Shankar Gowda
Education Minister
Mysore
35. Shri Banamali Patnaik
Education Minister
Orissa
36. Shri Barkatullah Khan
Education Minister
Rajasthan
37. Shri V. K. Malhotra
Chief Executive Councillor
Delhi Administration
38. Shri K. Bhattacharjee
Education Minister
Tripura
39. Shri N. Tombi Singh
Education Minister
Manipur
40. Shri G. G. Maykar
Education Minister
Goa, Daman & Diu
41. Shri J. P. Naik
Adviser
Ministry of Education (Secretary)

The following members were unable to attend :

1. Shri G. M. Sadiq
Education Minister
Jammu & Kashmir
2. Shri Lachman Singh Gill
Education Minister
Punjab
3. Shri V. R. Nedunchezian
Education Minister
Tamil Nadu
4. Shri M. Kithan
Education Minister
Nagaland
5. Shri Ram Lal
Education Minister
Himachal Pradesh
6. Dr. D. S. Kothari
7. Gen. K. M. Cariappa

8. Dr. B. V. Keskar
9. Dr. P. K. Duraiswamy
10. Dr. T. S. Sadasivan
11. Shri Samar Guha, M.P.
12. Shri Ram Krishan Gupta, M.P.
13. Shri Biswanarayan Shastri, M.P.
14. Dr. A. L. Mudaliar
15. Dr. D. S. Reddi
16. Prof. P. J. Madan
17. Shri K. C. Chacko

A complete list of all members of the Board is given in *Annexure I* and the list of officers and others who also attended the session is given in *Annexure II*.

II. INAUGURAL SESSION

Welcome Address

Shri G. K. Chandiramani, Education Secretary, welcomed the Members of the Board. He said:

On behalf of the Ministry of Education and myself, it is my proud privilege and pleasure to welcome all of you assembled here at this inaugural session of the 34th meeting of the Central Advisory Board of Education. I extend a special welcome to the new members who are taking their seat on the Board for the first time this year. I also extend a cordial welcome to our guest, Dr. D. R. Gadgil, Deputy Chairman of the Planning Commission, who has kindly agreed, in the midst of his multifarious duties, to be with us this morning and also to address the session.

You are all aware that the Planning Commission decided, some time ago, to treat the years 1966-67, 1967-68 and 1968-69 as annual Plan years and to begin the Fourth Five Year Plan from 1969-70. The preparations for this began early this year and are now nearing completion. The Planning Commission and the Ministry of Education will be discussing their plans with the State Governments between the 15th of October and 20th of November. This meeting of the Central Advisory Board of Education has been arranged in order that its advice is available before the discussions with the individual States start, as they have been scheduled, from the 15th of October.

I would like to express our apology on one score. We completed the first set of agenda papers and sent them to all members on 26th September; and the second set, which we thought would be the last, was also sent on 30th September. Unfortunately, owing to difficulties in the postal department, several members received these papers late and some did not receive them at all. For the same reason, some items to be included on the agenda which were sent to us by the members as early as about 15th September, reached us as late as on 5th October! There was no time to circulate them to the members in advance and we have laid copies of these papers on the table. We regret very much the inconvenience caused on account of these difficulties.

Sir, I will now briefly refer to the agenda before this meeting. It includes a number of items suggested by the Ministry of Education, State Governments, and individual members. On a closer analysis, however, these can conveniently be divided into three main categories:

(1) The first includes proposals which raise some general issues of educational policy;

(2) The second includes items which relate to the Fourth Five Year Plan—its formulation and implementation; and

(3) The third includes proposals bearing on the recommendations made by the National Integration Council in its meeting held at Srinagar in June, 1968.

It is, therefore, proposed that the Board should divide itself into three special committees, one for each of these categories of proposals. I hope you approve of this arrangement.

May I also place before you the tentative programme which has been drawn up by the Chairman for this meeting? This inaugural session will last for about an hour during which we shall have the pleasure of listening to the addresses of the Union Education Minister and the Deputy Chairman of the Planning Commission. I am quite sure that these addresses will give a valuable lead for all our deliberations. We shall then hold a general discussion on the different items included in the Agenda and this may take probably the whole of today. The three special committees will meet tomorrow morning and propose draft resolutions for the consideration of the Board. At the afternoon session tomorrow, the resolutions proposed by the committees will be considered by the Board. I hope that this meets with your approval.

Sir, before I close, I would like to invite the attention of the Members of the Board to the significance which attaches to our deliberations at this meeting. The main subject of our discussion is the formulation of the Fourth Five Year Plan in Education. We have now had experience of planning for 18 years—three five year Plans and three annual Plan years. During this period, our emphasis was, and I believe rightly, on expanding educational facilities at all stages. Consequently, programmes of quality received comparatively less attention. We have now come to a stage when there must be a shift in our emphasis. There will still be expansion to meet the social demand and it may even have to be accelerated at the primary stage. But it is essential that we now begin to lay greater emphasis on programmes of consolidation and qualitative improvement. We must review our experience in educational planning and implementation and strive to improve the planning process and to make the implementation more vigorous and effective. We now have with us the recommendations of the Education Commission and the Government Resolution on the National Policy on Education. We must do all we can to implement this policy. We will also have to include in our plans, adequate measures to give effect to the recommendations of the National Integration Council. All this implies that the Fourth Five Year Plan will have to be qualitatively different from the earlier Plans and not merely large in size. This is the challenge which we will have to face at this meeting.

Sir, if we can take some bold decisions and break new ground in our policies for planning and implementation and if the Planning Commission were to place adequate resources at our disposal, I have no doubt that the new Fourth Five Year Plan which will begin next year will enable us to turn a new page in our educational history. It is to this end that we should all direct our energies.

Sir, may I now, on behalf of all assembled here and myself, request you to deliver the Inaugural Address to this 34th Meeting of the Central Advisory Board of Education?

Inaugural Address

Dr. Triguna Sen, Union Education Minister, then delivered the inaugural address. He said:

I join my friend and colleague, Shri G. K. Chandiramani, in extending a warm welcome to all of you to this 34th Meeting of the Central Advisory Board of Education.

Review of the Main Educational Developments in the Last Year

When we met about a year ago in August last, we had placed three main tasks before ourselves. The first was to consider the Report of the Education Commission and to formulate a National Policy on Education. The second was to prepare a fairly long-term plan of educational development in the country based on the national educational policy; and the third was to start a vigorous implementation of the programme of educational reconstruction thus decided upon by revising the old Fourth Plan which was then in its third year.

With regard to the first of these tasks, it may be recalled that you considered the recommendations of the Education Commission, the tenth Conference of State Education Ministers and the Committee of Members of Parliament on Education (1967) and recommended that the Government of India should issue a Resolution on the National Policy on Education on the broad lines of your recommendations. The Ministry of Education then discussed these proposals further in the Vice-Chancellors' Conference held in September, 1967 and in both Houses of Parliament. After all this nation-wide debate was over and after taking into consideration all the different viewpoints put before it, the Government of India has finally issued a Resolution on the National Policy on Education, copies of which have already been circulated to you. I believe that this is an essential step well taken and that it will provide us with a broad compass to guide our efforts at educational reconstruction.

The second task which we had set before ourselves was to prepare a fairly long-term plan of educational development in the country spread over, say, the next 15—20 years. Since the centre of gravity in educational planning is now being deliberately shifted to the State level, this effort has obviously to be done separately for each State and Union Territory and then consolidated suitably for the country as a whole.

I took up this matter with all State Governments and I am happy to report that the response has been very good. Of special interest is the lead given by Maharashtra under its able and enthusiastic Education Minister, Shri M. D. Choudhury. He has brought out an excellent review of recent educational developments in his State. He has also formulated a tentative plan of long-term development and has published its broad principles, in the form of a White Paper, for eliciting public opinion. This has received very wide attention and has been discussed on hundreds of platforms in the State. It is also proposed to be discussed in the State Legislature. After taking all the suggestions into consideration, the State Government proposes to issue

a statement of its educational policy and a long-term plan of educational development based thereon. The Fourth Five Year Plan of the State will be the first major step in implementing these proposals. Similar steps have also been initiated in a number of States; and although it has not been possible to make substantial progress due to several reasons I need not discuss here, we hope to make better progress in the days ahead, and, with the cooperation of the States which is so generously coming forth, to complete this task before the end of the next year.

I am sorry we could not make any progress with regard to the third task, namely, to revise the old Fourth Five Year Plan in the light of the recommendations of the Education Commission and to start implementing them, to the extent possible, from 1968-69 itself. This was due almost entirely to two factors beyond our control. The financial situation, both at the Centre and in the States, was so difficult that the utmost we could do was to keep the old schemes going; and even as we were grappling with this problem, the Planning Commission decided to scrap the old Fourth Five Year Plan itself and to direct that a new Fourth Five Year Plan should be prepared from 1969-70. All major programmes of educational development, therefore, had to be postponed to the next year.

Fourth Five Year Plan

I shall now turn to the most important item on our agenda, namely, the formulation of the Fourth Five Year Plan in Education. The basic document you have to consider in this regard is the Report of the Steering Committee of the Central Planning Group which proposes an outlay of Rs. 1,300 crore in the public sector. This is only slightly more than the allocation made to education in the old Fourth Plan, namely, Rs. 1,210 crore. In the new Fourth Plan, however, we shall need a much larger allocation of about Rs. 1,500—1,600 crore because we have to work on a larger base, develop a more comprehensive programme and allow for a substantial increase in prices that has since taken place. Unfortunately, it appears that we may not be able to get this allocation at all and that the actual allocation to education may be as low as Rs. 900—1,000 crore. This seems to be due to three main reasons. The first is that the total amount available for planned development is likely to be much smaller, mainly because the hard political decisions required to raise the necessary resources do not seem to be forthcoming. Secondly, higher priorities are being given to programmes of agricultural development, irrigation, power, industry and family planning; and thirdly, every sector in education—Central, Centrally-sponsored and the State—seems to be contracting, for some reason or the other. Such a low allocation can only be disastrous

to the future of education, especially because it has been estimated that the minimum amount needed for the inevitable expansion alone will be about Rs. 1,100 crore. Unless, therefore, we take proper steps right from now, it may not be possible to implement the National Policy on Education in a satisfactory manner.

In my opinion, therefore, we must do all we can to maximise the total investment in educational development. The Government of India will have to expand its Central sector. The State Governments, in their turn, will have to give a high priority to education and make as large allocations to it as possible. These should, under no circumstances, be less than about 10 per cent of the State Plans. In addition, efforts should also be made to raise the maximum contribution possible from other sources such as local authorities, voluntary organisations and local communities.

While I do plead for higher allocations, I must also emphasise another aspect of the problems, namely, the urgent necessity to reduce wastages and to economise costs. In education, we must learn to place a much greater emphasis on the returns we obtain rather than on the investments we make. Poor as we are, and small as is the investment we now make in educational development, we all know that there is a good deal of wasteful and ill-effective expenditure even in the present system. Our rates of wastage and stagnation are high at all stages, and especially at the primary stage. The unit cost per student is often high because the institution is of an uneconomic size or is wrongly located, or because no attempt has been made to try out alternative techniques of development and choose the one which would be most economic and effective. Even rich countries will not be able to afford such wasteful expenditure; and it has obviously no place whatsoever in a poor country like India. It would therefore be a great thing if we can emphasise these aspects of the problem in the Fourth Five Year Plan and concentrate our efforts on reducing the ineffectiveness and waste which is writ large on every sector of our educational system.

Side by side, we must emphasise yet another aspect of educational development which has been comparatively neglected in the past, namely, the need to stress human effort rather than monetary investment. The programmes I have in view in this context include: revision of curricula; adoption of improved methods of teaching and evaluation; improvement of textbooks; production of instructional materials of high quality; improvement of supervision; and bringing the school closer to the community through programmes of mutual service and support. Even these programmes will need some investment in financial

and physical terms, no doubt. But this is comparatively limited and what they need most is hard original thinking and sustained and dedicated effort. How to provide these essential inputs and to emphasise these programmes is one of the major problems to be faced in the Fourth Plan.

I feel that the key to the success in this programme is the teacher. In the first three Five Year Plans, teachers were not effectively involved in formulating and implementing educational plans. We must now make earnest efforts to do so. Side by side, we must take steps to improve their professional preparation, status and remuneration. I would like to draw the attention of all concerned to the fact that the problem of improving the salaries of school teachers has not yet been satisfactorily solved and that determined effort will have to be made for this purpose in the Fourth Five Year Plan. To the same end, we will have to adopt a broad-based and decentralised system of educational planning under which well-coordinated plans would be prepared at the institutional, district, State and national levels, strengthen institutions like the NCERT and the State institutes of education which are charged with the responsibility of academic improvement of education, involve selected university departments in improved programmes of school education and generally strengthen educational administration.

I shall refer only to one more point about the Fourth Five Year Plan, namely, the need to select some national programmes for intensive implementation. A national programme has been defined, in the Government Resolution on the National Policy on Education, as a programme of national importance in which coordinated action on the part of the Government of India and the State Governments is called for. Obviously, the national programmes to be implemented will vary from time to time; and it will be a responsibility of the Centre and the States to sit together and decide the national programmes to be implemented in each Five Year Plan. At this meeting, therefore, we shall have to attempt this exercise for the Fourth Five Year Plan; and as a basis for consideration, may I suggest that we might develop the following six national programmes over the next five years?

- (1) Steps for the early fulfilment of the directive of Article 45 of the Constitution, with special emphasis on programmes for reducing wastage and stagnation;
- (2) Qualitative improvement of higher education;
- (3) Orientation of technical education at all stages to the needs of the economy;

- (4) Science education;
- (5) Book development programmes; and
- (6) Schemes for promoting national integration including the National Service Programme.

I would be very grateful to have suggestions of the Board on this and other matters related to the formulation of the Fourth Five Year Plan.

National Integration

The third important item on your Agenda relates to the programmes of national integration. As you are aware, the National Integration Council has made a number of important recommendations at its Srinagar meeting held in June 1968. We have to consider how these could be implemented expeditiously.

An important recommendation of the Council is that the entire educational system, from primary to post-graduate stage, should be reoriented to serve the purpose of creating a sense of Indianness, unity and solidarity, to inculcate faith in the basic postulates of Indian democracy and to help the nation to create a modern society. This will need an overhaul of curricula, textbooks and instructional materials at all stages. I attach very great importance to this recommendation and generally to the improvement of school textbooks and instructional materials. I would, therefore, urge strongly on every State Government to set up appropriate agencies, on the lines recommended by the Education Commission, for the improvement of textbooks and instructional materials. We also propose to set up, with the concurrence of the State Governments, a National Board of School Textbooks, a proposal for which has been included in your Agenda.

Another important recommendation of the Council is that the common school system, as recommended by the Education Commission, should be adopted as early as possible. This will need, as pointed out in the Government Resolution on the National Policy on Education, a two-fold programme of action. On the one hand, the standard of education in the general schools will have to be improved, giving special attention to rural and other backward areas, and a deliberate attempt will have to be made to set up good schools in under-privileged areas. On the other hand, the segregation that now takes place in the special schools which charge high fees, will have to be eliminated by requiring these schools to admit a certain proportion of students, selected on the basis of merit, as free scholars. There can also be other alternative approaches to the creation of a common school system which is our accepted goal. I would, therefore,

urge upon the State Governments to examine this matter in detail and devise a programme of action to suit their own local conditions and traditions.

The National Integration Council has also recommended that no domicile certificate should be required from any student seeking admission to an educational institution in any part of the country. This is of special significance in regard to admissions to engineering and medical colleges. I consider this to be a very important reform and request all State Governments to give immediate effect to it. As simultaneous action on the part of all State Governments is needed, I would like to suggest that we should bring this recommendation into effect with effect from the next academic year which will begin in June 1969.

The Council has emphasized the need to reduce regional imbalances. In so far as imbalances of educational development at the State level are concerned the Government of India has decided to give a special grant-in-aid to all backward States. This will mean, in practice, that 10 per cent of the available Central assistance will be distributed, on some equitable basis, only among those States whose income per head of population is below the national average. This will not meet all the needs of the situation, but it can certainly be described as a good beginning. The State Governments, on their part, will have to reduce the imbalances at the district level, the imbalances between urban and rural areas, and the imbalances between different social groups. Appropriate programmes to this end will have to be included in their Fourth Five Year Plans.

Finally, the Council has suggested that we should take steps to promote the exchange of teachers and students and devise schemes under which students in one part of the country can spend their vacations on some useful programme in other parts. Some suggestions to this end have already been included in your Agenda and others are quite welcome.

I propose to prepare, on the basis of our discussions, a few concrete schemes for promoting national integration and include them in the Fourth Plan. I am happy to announce that the Chief Ministers have already agreed to include these schemes in the Centrally-sponsored sector so that all expenditure on them will be borne by the Government of India, although they will be implemented largely through the State Governments and universities.

Friends, I do not want to take any more of your time. I think that Shri Chandiramani made a very important point when he said that we must make every effort to see that, in the

Fourth Five Year Plan, we make some bold decisions and turn over a new chapter in the development of our education. I am sure this is the feeling uppermost in your minds also. That is why I greatly welcome the presence, in our midst today, of Dr. D. R. Gadgil, the Deputy Chairman of the Planning Commission. He is an eminent educationist who has been connected with all sectors of education over long periods and I know that he is most anxious to do everything possible to further the cause of education. I am quite sure that his advice will be of great use to us in our deliberations and in deciding our approach to the Fourth Five Year Plan and its major programmes. I will, therefore, request him now, on behalf of you all and myself, to address the session.

Address by the Deputy Chairman, Planning Commission

Dr. D. R. Gadgil, Deputy Chairman of the Planning Commission, then addressed the session. He said :

I have to thank the Union Education Minister, Dr. Triguna Sen, for inviting me to address the Central Advisory Board of Education at this inaugural session. It was kind of him to refer to my being "an educationist connected with all sectors of education over long periods." The reference emboldens me to inject in the brief remarks I propose to make, the point of view (or prejudices) acquired over more than four decades in the teaching profession.

In thinking of future educational developments in the country we have to identify the spheres and limitations of State action carefully. This exercise is needed to distinguish between activities that should be directly undertaken by the State and the areas in which State action has to be indirect. Over recent years the lines of this division of spheres appear to have emerged fairly clearly. Primary education, obviously and through a directive of the Constitution, is a responsibility of the State. The fulfilment of the primary obligation indicated by directives of policy in the Constitution has to be given the highest priority. At the other end, postgraduate education and research are essential activities which are likely to be neglected to the national detriment if the State does not sponsor them. This consideration applies in part also to many areas of technical and vocational education. The high cost involved in them makes it unlikely that effort on an adequate basis will be forthcoming in the field unless the State enters it. Moreover, this is an area

where the possibility of effective planning and the need for it are both present to a considerable extent. The rate and pace of economic development require adequate supplies of skilled personnel at various levels. It is a necessary part of educational planning to see that training of personnel is arranged for correspondingly.

There are other considerations which throw some light on this division of spheres. These relate to financing of education. In our society, distribution of incomes and wealth is highly unequal, and the ability of parents to invest in the education of their children is disparate. This fact together with paucity of resources available with the State makes it obvious that the area over which the State provides a service which is free for all would be relatively small. It has been a world experience that this area gets gradually extended as each society gets richer. It is expected that similar developments will occur in our country. However, at present the area will necessarily be small. Over the rest of the field covered, either by official or non-official institutions, some charge for the service will necessarily be made. The operation of this system of making appropriate charges has at the same time to be tempered in relation to poorer sections of the community by an adequate system of freeships, scholarships and other help and by services such as part-time education.

It is clear that even as within the few fields indicated above, the scope of action by the State is very large and that because of the existence of the constraint of resources most of them will continue not to be cultivated to an adequate extent. In these circumstances, in areas in which State action is not equally urgently called for and in areas in which non-official effort is possible, direct action by the States becomes necessarily restricted.

Planning on a long-term basis has to match appropriately the resources available to the State with the requirements of the various obligations of the State, namely, those in relation to the area in which it has to render free service, the area in which it has to conduct and sponsor activity for which even when a charge is made there is no liability which is considerable, the area in which non-official activity is dominant but for whose proper development and regulation grants and other help have to be administered, and finally the system of individual assistance and other help needed to give adequate opportunities for children of the poorer sections, to make progress through a system of education which is not free. When the problem of planning of educational activity and of financing that planning is defined in this manner, it should become clear that the constraint of

resources is very severe and that constant efforts have to be made to economise and to raise resources from individuals and communities to the highest extent possible to support educational activity.

Planning is a two-way process. It involves building up an aggregative frame related to basic objectives and to future lines of progress and maintaining a proper balance between the various sectors and activities; on the other hand, it also involves taking fully into cognisance the detailed situation on the ground and making due allowance for its potentialities and limitations. To a large extent our present procedures do neither. Each State or Ministry, department or division is in the main anxious to inflate its own claims. The result is that little discrimination is shown in including schemes; economy is not insisted upon and almost no attention is paid to careful balancing and coordination. When the inevitable cut is imposed, there is neither time nor inclination to re-examine the entire structure, and arbitrary adjustments are made. Waste and inefficiency are the obvious results. On the other hand, as most people operate with standard schemes, little allowance or adjustment is made for variations in conditions and circumstances. Moreover, there is no periodic evaluation or re-examination and once a scheme has been admitted it continues from Plan to Plan usually at higher and higher levels of expenditure. Expenditure orientation of the whole process makes it difficult to discover mistakes of planning or of performance.

The only way to get over these defects is to build a proper frame-work of objectives and priorities and to pay adequate attention to varying conditions and requirements from area to area. I am very glad to observe that beginnings have already been made in some States with taking stock of the existing situation and defining directions and pace of effort over future Plan-periods. It is also heartening to find that emphasis is placed on the district as the base of educational planning. I fully realise the difficulties encountered in changing established procedures and do not expect an immediate transformation. However, I feel sure that once the new approach is accepted, there will be continuous improvement, over the years, in coordination and in elaboration of detail, and planning will be seen to become more realistic, economical and effective.

It is relevant to notice in this context the continuing shift of emphasis in the field of educational planning to activities of governments of States. Recent decisions regarding the distribution of Central assistance to States and the nature of centrally sponsored schemes have placed the responsibility for most as-

pects of educational development squarely on State Governments. The Governments of States, and in particular the Ministers of Education, will now have to pay special attention to two aspects. First, that the short-term attraction of economic programmes does not result in cutting down outlays to such an extent that continuing development on lines already established is hampered. Second, that qualitative aspects which do not require considerable finance but mainly premeditated thought and concerted action—which are often even more scarce—are properly attended to.

Future problems of educational planning have to be looked at both from the point of view of quantitative and qualitative developments. Our population is constantly increasing. The present coverage of educational facilities in most areas and for the more numerous classes is still very inadequate. The percentage of illiterates in our population merely brings out the most extreme aspect of the situation. There is thus great and continuous need to expand educational facilities and opportunities in relation to most areas and most classes at all levels.

The qualitative aspect is at least equally important. The rapid expansion in educational activity during the last 20 years has imposed great strain on the system and it is reported that as a result quality has suffered in many directions. Any lowering of educational standards is highly undesirable and wasteful. Maintenance and improvement of quality thus becomes an essential part of planned educational development. One aspect of this relates to material supplies such as of buildings and equipment and of trained persons.

The other aspect which is at least equally important depends on the main instrument of educational activity—the teacher, and the rapport between the teacher and the main supposed beneficiaries of the activity—the students. The teacher cannot be divorced, in this context, from the institution and the frame-work of the system in which the institution operates. The material aspect of the situation of the teacher, namely emoluments received by him, is often considered. Equal attention is not paid to the administration and the academic arrangements which condition the activities of teachers. There has been considerable discussion recently regarding the need to enthuse the body of teachers but relatively little analysis of what are the factors responsible for the current apathy among large bodies of educationists in the country.

I would venture to make the statement that the attitude of the average teacher and his standard of performance are related to the potential that the total situation allows to the best among

the teachers. It is, in this context, that the importance of efforts at adjustment, experimentation and innovation have to be highlighted. The greater the extent to which the teacher's activities fall into a dull routine the less is the chance of maintaining standards adequately. The adjustments or the experimentation that an individual teacher may make or want to make may be very small. He may desire no more than a slight change in the routine to enable him to handle in a better way a particular situation in relation to institutional arrangements and facilities or in relation to the students or the subject-matter. However, the possibility of making the adjustment and that some teachers are making it is the one factor that keeps or can keep educational activities and the best among teachers alive.

In our existing situation there are a large number of obstacles in achieving this. Firstly, there are the hierarchical arrangements within the institutions and within the system which discourage efforts at adjustments or experimentation. Secondly, in relation to individual institutions, official and non-official, there is the dominance of the official system and its operation which are highly discouraging. Unfortunately, the tradition of our colonial administration has bred in all of us an authoritarian outlook so that everybody—official or non-official, who has any inspectorial or supervisory position instinctively adopts a superior, hypercritical and illiberal attitude in relation to the activities of institutions and individuals that he is supposed to inspect or supervise. The result is the need felt by everybody to conform and to change being associated chiefly with external initiative and outside imposition. At the same time, in the field of education, in particular, the official and the higher level authorities and institutions are in the least favourable position to innovate and experiment.

The result is unfortunate in both ways. The large body of institutions and teachers exhibit passivity and, after the first few years seem to lose active interest. On the other hand, such change as comes from above is based either on the experience and example of other countries or on theoretical formulations of those in authority or in the remote national and State institutions. To the extent that the experience of other countries is relevant the results are not harmful and may, in instances, be beneficial. Where, on the other hand, the effort is related to theoretical formulations of academicians or non-academicians in authority the results are likely to be unfortunate.

The Central Ministry should find itself today in a position of considerable difficulty. While the resources of most States are utterly inadequate to shoulder the burden of development that

is being placed on them, the resources available at the Centre are ample as related to the functions to be discharged. The results flowing out of such a situation have in the past been usually unfortunate. I refer to the general experience of all Ministries. Where relative amplitude of authority and finance are associated with little direct contact with conditions in the field or opportunities or incentives for experimentation, temptation to sponsor grandiose schemes becomes overwhelming. Even in the agenda papers of this meeting I notice proposals which I would classify as such.

A large number of ideas which have been talked about in recent years have yet not been sufficiently concretised to be transformed into national programmes. I may refer to work experience, functional literacy and national service or to more recent concepts such as linking education with productivity. I have nothing to say about the validity of the concepts themselves. My emphasis is that unless a considerable amount of experimentation is done in individual institutions by a body of inni-vating teachers in a variety of circumstances in relation to these or other ideas we shall not have enough basis for framing programmes of general action in relation to them. Also, that such experimentation takes place not by direction of superior authority but through creating widespread conditions in which the institutions and teachers will adjust, innovate and experiment chiefly because they feel that they have the opportunity of doing so and because they feel that such effort on their part continuously to improve quality and to relate their activity to the life and needs of the community is what their vocation calls for.

I am aware that this theoretic formulation may appear somewhat remote at present and that not all problems relating to the proper response of the teaching community are created outside the community. The adherence to the hierarchical principle by teachers themselves and the failure of seniors to encourage the younger and the more active elements are undoubtedly important aspects of the situation. Also, when I refer to independence and autonomy this is only in relative terms. The goals, values and interests of the community, the restraints imposed by the attempt at planned economic development are external factors which must be accepted by them. What I emphasise is that the originating impulse to development and the source of the fund of experience on which future programmes have to be based have to be formed in the natural flowering of activity among the best of teachers and institutions.

As I visualise it, it is the responsibility of the State and of the administrative hierarchy, in relation to the fields directly

financed by the State or others to create the optimum conditions for relatively autonomous operation of institutions and the body of teachers and to encourage activity in directions which are thought to be most desirable. It then becomes the function of the Centre not only to create conditions and to give incentives but also to observe, to coordinate and to generalise on the basis of activities at various levels in all areas of the country. The central authority in such a position may easily find itself in an advantageous position from having an over-all view and will, in the circumstances, be accepted as a guide and counsellor by all concerned. And when this happens it will also have enough material at hand on which to build national programmes.

I realise that a great deal of what I have said regarding the Centre's situation and responsibility was superfluous, superfluous because we have fortunately in Dr. Triguna Sen an experienced educationist who combines in a rare measure enthusiasm for advancement with proper appreciation of the practical requirements of the immediate situation. I have no doubt that under his able guidance plans for educational development will be placed on a firm basis in spite of the difficulties and uncertainties of the existing situation.

Vote of Thanks

With a vote of thanks proposed by Shri J. P. Naik, Adviser, Ministry of Education, the inaugural session came to an end.

III. GENERAL DISCUSSIONS

Condolence Resolution

Before taking up the agenda, the Chairman referred to the sad demise of Dr. B.N. Prasad. He said:

During the last year, we had the misfortune of losing Dr. B. N. Prasad, Chairman of the Commission for Scientific and Technical Terminology and member of the Board who had died at Dhanbad (Bihar) on November 9, 1967. Dr. Prasad was born on 13-9-1905 and educated at Patna and London. For several years, he served as Professor and Head of the Department of Hindi in Patna University. Later he worked as Professor of Linguistics at the Deccan College, Poona; Director, K. M. Institute of Hindi Studies and Linguistics at Agra; and as Director of the Central Hindi Directorate, Ministry of Education, New Delhi.

He was a great linguist of international repute, and was associated with the work of evaluation and standardisation of scientific and technical terminology ever since the work began under the Government of India. He was a great scholar of Hindi and Sanskrit and his contribution in these subjects will be ever remembered. He has scores of published works to his credit. Notable among his publications are a collection of poems entitled 'Moti ke Dane', 'Vedon ki Pramanikta ka Rahasya', 'Anekta mein Ekta', 'Rashtrabhasha mein Paribhashik Shabdon ki Samasya'. He also edited a number of old manuscripts and his monumental work on phonetics is in press. In his death, the Board has lost one of the country's eminent scholars.

May I request you to stand up in silence for a minute to revere his memory?

The members stood in silence and adopted the condolence resolution.

ITEM 1

To record appreciation of the services rendered by those who have ceased to be members of the Board since the last meeting and to welcome new members.

The Board recorded its appreciation of the services of the following persons who had ceased to be members of the Board after the last session:

1. Shri Prem Kirpal
2. Air Vice-Marshal S. N. Goyal
3. Shri S. Rajaraman
4. Dr. K. N. Rao
5. Shri G. V. Sapre
6. Dr. Gopal Singh
7. Dr. Mohan Sinha Mehta
8. Dr. Vikram A. Sarabhai

The first five persons were ex-officio members and the changes were due to retirement or transfer. The term of membership of Dr. Gopal Singh, M. P., came to an end after he completed his full term of three years. Dr. Mohan Sinha Mehta and Dr. Vikram Sarabhai had served two consecutive terms on the Board.

The Board also extended a hearty welcome to the following eleven new members who were appointed to the Board during the current year:

1. Rear Admiral R. N. Batra I. N.
2. Shri K. C. Chacko
3. Shri G. K. Chandiramani
4. Dr. P. K. Duraiswamy
5. D. R. M. Kasliwal
6. Prof. P. J. Madan
7. Dr. S. Misra
8. Dr. B. D. Nag Chaudhuri
9. Prof. T. S. Sadasivan
10. Dr. B. R. Saksena
11. Shri K. P. Subramania Menon, M. P.

ITEM 2

To report that proceedings of the thirty-third meeting of the Central Advisory Board of Education held at New Delhi in August 1967 were sent to the State Governments and Union Territories.

The Board noted the action taken.

The other items on the agenda fell under three main heads (*Annexure III*).

- (a) Items relating to the Fourth Five Year Plan;
- (b) Items relating to the National Policy on Education; and
- (c) Items relating to the recommendations of the National Integration Council.

The memoranda and notes on these items are in Part II of the Proceedings, which will be published as a separate volume.

The Board devoted the first two sessions to a general discussion on these three items. During the third session, the Board divided itself into three committees (*Annexures IV, V and VI*) to examine in detail the implementation of these programmes, and in the last plenary session of the Board the recommendations of the three committees were discussed and resolutions adopted.

ITEM 3

To discuss the Fourth Five Year Plan in Education.**Dr. B. D. Nag Chaudhuri:**

Dr. Nag Chaudhuri, Member (Education), Planning Commission, initiating the discussion on the subject, said that the educational plan of a country, as large and diverse as ours, should reflect the local needs and problems as well as the overall national priorities. Ideally, therefore, a plan was the result of an effective dialogue between the Centre and the States. The Planning Commission and the Ministry of Education had tried in some measures, limited as they were by time, to discuss and consult State Education Departments in evolving the national plan for education.

A Planning Group was set up to take up the task of formulating the plan and its financial and other implications. The Planning Group set up a Steering Committee under the chairmanship of the Education Secretary of the Union Ministry. The Steering Committee had been asked to formulate proposals for a plan of approximately the same size as provided in the earlier draft and also to take into account the various developments that had occurred during the last three annual years such as the report of the Education Commission, and the National Policy on Education issued by the Central Government, in considering and formulating the plan proposals. The Union Education Minister had referred to the proposals of the Steering Committee in his remarks and also indicated some of the national priorities that had been taken into account in formulating these proposals. The Deputy Chairman of the Planning Commission had also referred to some of the difficulties, human and administrative. A certain amount of flexibility in organisation and administration is necessary to allow for experimentation and for the exercise of individual and collective initiative. The expansion of educational facilities and large variety of new ideas and techniques that had been introduced in recent years had created at the same time both opportunities and difficulties in our institutions and many of them had not yet been communicated fully or adequately to educational experts.

The last 18 years have witnessed phenomenal expansion in educational facilities in the country at all stages of education, general as well as technical. While facilities have been expanding in this manner, there have been serious deficiencies in regard to buildings, equipment, textbooks and the effective linking of the demands of the economy with the supply of the educational system. This has given rise to problems of education on the one hand and of shortage on the other. Problems of wastage and drop-outs have also been noticeable at all levels. While

resources are important in education, their effective utilisation is even more important. The new plan proposals try to reflect the economic objectives of educational development, the effort to ensure equality in education and reduction of wastage, and the development and adoption of techniques more suitable to our system.

As regards priorities, the Committee has identified the rapid expansion of primary education and the provision of universal primary education, especially in backward areas. At the same time, the rate of drop-outs and failures at the primary stage is a matter of very serious concern and one of our first efforts should be to reduce this drain on our slender resources. Another priority is the expansion and improvement of science education at all levels including research. Efforts for quality improvement, adjustment of professional and vocational education to manpower needs, educational research, well-designed and carefully conducted experimentation and pilot projects, are also contemplated in order to increase the efficiency of the entire educational system. The development of part-time education and correspondence courses are extremely important features in a democratic society.

As regards the strategy, great emphasis has been placed on mobilising local resources, utilising to the maximum the existing facilities, and plugging leakages at all stages. These attempts would contribute considerably to increase the over-all efficiency. In order to achieve this objective, it will be necessary to streamline the planning, implementation and evaluation machinery. Every new scheme should be taken up only after careful consideration and adequate preparation through experimentation and pilot projects, before it is applied on a large scale. It is hoped that in the new plan, priority will be given to such activities as do not require much finance but which have a large multiplier effect or where the human component is adequately taken into account. These efforts will need skill of organisation and technical competence and a much larger human effort from the administrative machinery as well as from the teachers. Educational technology which promotes expansion and development of education with minimum investment and without lowering the standards will have to be discovered and used in increasing measure. The educational programmes thus taken up will have to be assessed in the light of their social and economic objectives. Above all, we require a great deal of coordination not only between the Education Department and the whole teaching machinery but also between various departments of the State, between State Departments of Education and the Central Ministry and also between expert bodies such as State Institutes of

Education, the Departments of Education and the National Council for Educational Research and Training.

The approach to the new Fourth Plan lays emphasis on the adoption of the shift system in classes I and II and the raising of the teacher-pupil ratio to 1 : 40 or 1 : 45. The children of this age cannot sit for long hours in school, and instruction for two to three hours under direct supervision is more effective than sitting in the classroom for longer hours. This will effect saving and also bring in more children without burdening the teacher with large classes. It will improve teacher-pupil contact and this will, in turn, help to reduce drop-outs. The teacher would be remunerated suitably for the longer hours of work. The shift system will thus improve the efficiency of the elementary stage and lower the rate of wastage and stagnation. The resources saved through the adoption of the shift system can be ploughed back into primary education for giving better emoluments to teachers and improving teaching facilities.

While we are doing our best to provide more and better education to students, we should also ensure that students who receive this education discharge a certain responsibility to the community. How this can be done is a point for consideration. Educational expenditure has been increased at almost double the rate of national income. The educated community, therefore, is a favoured section of the population and it is their duty to help the less fortunate fellow citizens by rendering the necessary assistance.

Problems of student unrest, unemployment, etc., also require a serious consideration. I would seek the advice of members on these issues which are closely related to the problems of education.

In the discussion that followed, members made the following observations.

Education Minister, Andhra Pradesh:

Three statistical landmarks stand out from the Union Minister's speech: first, that a reasonable assessment of expenditure required for a really effective Fourth Plan is of the order of Rs. 1,600 crore; secondly, what has been actually worked out is of the order of Rs. 1,300 crore; and thirdly, the writing on the wall is that it will be further cut down to about Rs. 900 crore. This means that the States will have to cut down their plans by about 40 to 45 per cent. This is a very disquieting feature because, in the light of this reduction, most of the programmes and suggestions contained in these papers become only of academic interest. Even a simple proposition like providing schooling facilities for the primary stage means the supply of a large number

of teachers and the provision of money. Under such reduced resources, therefore, it would be more practicable to pin-point those essential programmes that have to be maintained and postpone others to better times. The Board could suggest two or three alternative sets of programmes out of which each State could select those which suited it best and which could be implemented within the available resources, cutting down its plan to size.

Shri J. M. Lobo Prabhu, M.P.:

It has been stated in the agenda papers that the States of Bihar, Rajasthan and Madhya Pradesh account for 48 per cent of the students who are not enrolled. It is a point for enquiry whether these States are not lagging behind because of Hindi. The phenomenon of drop-outs is also seen to follow the same pattern. The reason for this situation needs to be studied and definite conclusions reached.

It has been stated that about 40 per cent of teachers are untrained. Under these circumstances, there seems very little point in launching a big-sized programme of teaching science in schools, especially when there is shortage of teachers and equipment. It seems a wastage of public funds, and of students' time and talent.

As regards Basic education, it has been stated that the percentage of children in Basic schools has increased from 15.1 to 26. In the first place an evaluation should be made of the system vis-a-vis the ordinary system. In actual practice, it is the rural and poorer sections of the population that are condemned to Basic education. In the absence of such an evaluation, it is not proper to continue to spend government revenues on a system of education which has failed.

On the question of reducing wastage and stagnation, perhaps an effective remedy would be to apply the law of compulsion to the pupil who is enrolled rather than to the pupil who is not enrolled. Once the child is enrolled, the law should see to it that he does complete his education and the parents should be penalized if they withdraw the children prematurely.

Smt. Durgabai Deshmukh:

Even if the resources are reduced to Rs. 900 crore, it should be possible to achieve what we want if the programmes are intelligently and wisely planned. It is obvious that both expansion and qualitative improvement will have to be met within these resources. Qualitative expansion should really be for the purpose of meeting unavoidable social demands and needs. Under this category would fall the education of girls.

For, out of those that remain outside school, nearly 60 per cent are girls, and the gap between boys' and girls' education is still very wide. The pace of girls' education needs to be accelerated.

A great deal more has to be done to mobilise community resources and effort. The history of the development of education is largely an account of private enterprise. There is, therefore, urgent need to make a detailed study and correct assessment of the magnitude and the kind of voluntary effort already available, the distribution of its spheres of activity, and the allocation of duties and responsibilities for fulfilling targets of education as between private and public sectors. Just as in the sphere of economic activity, the economic policy of Government defines the precise areas of industry where private and public sectors should operate, a similar demarcation should be made in the field of education. With some encouragement, the private sector will be able to do a good deal for the development of education.

There is need for better utilisation of existing resources, both in men and money. A committee had been appointed three years ago under the chairmanship of Dr. V.K.R.V. Rao to examine some aspects of this problem. For example, taking the question of the utilisation of womanpower, several women who are already trained and have appropriate skills could be utilized for part-time teaching arrangements. Many schools have no science teachers and the services of women science graduates on a part-time basis could be utilised to solve the problem. We are poor not because of the lack of resources but because we do not use the existing human potential. A better coordination should be effected between the States, Centre and local bodies in this regard.

More effective coordination is also required between similar activities of different departments. For example, finances are available for programmes of adult literacy but these are not dovetailed adequately with the schemes of other departments which have the same objective.

Considerable experimentation is going on in the voluntary sector but there is no correct assessment of what is happening. The efforts made by voluntary enterprise are not given sufficient publicity. A committee should be set up to go into the question and bring out a report for wide circulation. Many experiments have been made with regard to school improvement schemes in Madras and other States. This Committee could study such efforts and see what public and private sectors can do and how responsibilities could be allocated between different sectors.

Education Minister, Rajasthan:

We cannot get all the money that we want. We will have to cut our plans according to size and forget fancy programmes which we often cherish. The country is facing famine and floods and can ill-afford to think in terms of education. We have, therefore, to adjust ourselves to the allocations that are available and accommodate our demands to the resources in sight.

A point was raised about conserving resources. In this context, the allocations that we have suggested for programmes like NSC do not seem to suit a poor country like ours. The funds proposed to be spent on such programmes could be utilised for better purposes. It is urgent that we conserve our resources and channelise them properly.

A mention was made by a member earlier about the backwardness of Hindi States. The mother tongue has nothing to do with the backwardness of these States. Rajasthan had been divided, till 1950, into many feudal units. But it has been possible to reach the people through the medium of their mother tongue, Hindi, which has been responsible for bringing the State to a more progressive condition. Otherwise, large gap which had existed in the past would have continued. Language can never be a reason for backwardness. Historical, social and economic factors and not the language have been responsible for the backwardness of Rajasthan.

Education Minister, Maharashtra:

It is a point for deep appreciation that a national policy on education has now been formulated for the first time.

There are many aspects of an educational plan which can be implemented by mobilisation of human resources and by proper utilisation of talent. At the same time, it has to be recognized that the entire educational planning cannot be done without proper finances. If we have to plan education properly, we have to find more resources. I suggest that a meeting of Chief Ministers, Finance Ministers and Education Ministers should be convened to discuss these aspects thoroughly. No such meeting has been convened so far.

It is unfortunate that the sphere of Centrally sponsored schemes is being reduced to the minimum or almost eliminated. Although this is a welcome proposal from the States' point of view, there are certain programmes of priority which have to be implemented on an all-India basis and which need finances

from the Central Government. These may suffer under the proposed arrangements. It has also been indicated that 10 per cent of the Central aid is to be set aside for backward areas. This would mean that States which have already achieved a certain measure of progress in education will not be able to get any Central assistance. This almost looks like placing premium on backwardness.

The reduction in total allocations and in the Centrally-sponsored sector should not, therefore, be accepted as a *fait accompli*.

The amount that will be available for the new Fourth Plan would, in actual implementation, be much less than what was available in the old Fourth Plan because the cost of living had gone up considerably since then. To talk of quality improvement, continuation of expansion and equalisation of opportunities is only a platitude and sermon when resources are not in sight.

Although we talk of education being the best instrument for the development of a country, in actual practice it does not get priority in the core of national programmes. While agriculture, industry, irrigation, power and family planning get emphasis, education is relegated to a position of low priority. The type of education that we are providing to our children today is not worth the name. It is a point to be considered whether there is any need for a type of body like the CABE and the Central Ministry of Education when the recommendations that are made time after time remain only on paper.

The suggestions in regard to the shift system and the increase in the teacher-pupil ratio made by Prof. Nag Chaudhuri would only lead to deterioration of quality and not to improvement. While it is accepted that the shift system will certainly yield some saving, it cannot be claimed that what is done as a necessity will produce efficient or better results. I would plead with the Union Education Minister to strive to see that education is given the same priority as agriculture, irrigation, power or family planning.

The Deputy Chairman, Planning Commission, has been advising the State Ministers of Education to obtain more finances from their respective State Ministries. This will hardly be possible because once ceilings for various priorities have been fixed and once education is given a low priority by being tagged on to social services, it will not be possible to obtain more resources for education.

Shri Anil Mohan Gupta:

It should be possible for a nation to find the necessary resources for education if it is convinced that education is fundamental to life and progress.

It was earlier agreed that a committee should be appointed to go into the actual working of the private sector which was more competent to carry out experimentation so essential for qualitative improvement of education.

Admittedly, sound educational plans have failed in the past because of inadequate preparation and indifferent implementation and lack of faith on the part of the administrators who are entrusted with the task of working out these programmes. Such weaknesses should be avoided in future. Adequate preparation, development of effective and scientific teaching and reading materials, preparation of objective textbooks and realistic tools of evaluation, and setting up of inspired, loyal and efficient machinery are the minimum essentials for bringing about a massive educational reconstruction. The entire planning process in our country, as it is today, is basically wrong. The concept of institutional planning is a welcome idea. The Steering Committee had suggested that a high priority should be given to educational research, reform of curricula, well-designed and carefully conducted pilot projects, experimentation and implementation of science education and adequate training and motivation of teachers. All these are inescapable pre-requisites for any qualitative improvement in education.

No one can solve the problems of teachers without having worked as a teacher. Educational research based on continuous knowledge will alone become practical. While we are spending crores of rupees on various programmes we have somehow been unable to unlock the energies of teachers. We often talk of raising the status of teachers but forget that there is only one way of raising his status, namely, to trust him to do his work conscientiously and efficiently, and with all the ability at his disposal. Money alone cannot buy standards or maintain status.

The problem of wastage is different from the problem of stagnation. Wastage is partially economic and partially social and is largely a result of the lack of adult education. Adult education is thus the most important part of the whole problem. If schools are to improve, we must get adults interested in education, an aspect which has been neglected in most of the villages. So far as the problem of stagnation is concerned, this is not an educational problem. Teachers are often obliged to enrol

even non-existent children and keep them stationary in classes I and II to save their own position, since the number of teachers' positions in a school are determined by the student-teacher ratio in operation in the State. The whole machinery has to be reshuffled.

The shift system has its own disadvantages. Besides lowering standards, it might create other problems such as the care of the children who are released from school when their parents are still away at work. Our objective should be to see that children remain in school for longer spells of time.

Highly educated persons should be allowed to work in primary, pre-primary and secondary schools so that we can have a team of efficient teachers working for the improvement of those institutions.

Education Minister, Madhya Pradesh:

In view of the fact that certain decisions have been reached by the Chief Ministers in the National Development Council and that the Centrally-sponsored sector has been drastically reduced, we have to be realistic and determine the priorities within the resources available.

The first priority should be given to the fulfilment of the Constitutional directive of providing free and compulsory primary education. Even twenty-two years after independence, this assurance has not been fulfilled. In Madhya Pradesh, for example, the State spends about 28 per cent of the total revenue on education. But along with Bihar and Rajasthan, the State has the largest number of non-attending children in the age-group 6 to 11. What is even more distressing is the fact that these three States, put together, have 48 per cent of the total number of non-attending children in this age-group in the country as a whole, while, in 1960-61, it was only 32 per cent. This is a sad trend. Unless the Centre comes to the rescue of these States, it is no use venturing on ambitious schemes. In Madhya Pradesh, out of 70,000 villages, more than 40 per cent have a population of less than 200 and they are also scattered. These factors call for large investment.

Chief Executive Councillor, Delhi Administration:

Meetings are held and plans are made but the results are not visible. The Education Commission recommended an increase in the teachers' pay scales, and we have also been giving assurances about implementing this recommendation. But we have not fulfilled our promises. There is considerable agitation among the teachers of several areas such as Bihar, Himachal Pradesh and Uttar Pradesh. Priority must be given to education and allocations must be increased.

It was recommended by the Education Commission that the difference in the quality of education provided in the government and public schools should be reduced. But as time passes, the gap keeps widening. This has resulted in dissatisfaction among the public.

We talk of priorities. But priority is given only to the opening of police stations and similar programmes and not to education, with the result that the per capita expenditure on education is going down.

Smt. Raksha Saran:

Sufficient importance has not been given to girls' education in the Steering Committee's report. There are many well educated women who would be able to take up teaching and other jobs provided it was on a part-time basis. Women are anxious to contribute their best to the nation but there is no organised movement to mobilise their services.

All universities should offer correspondence courses in subjects which are useful to women.

Unless education is dealt with on a war footing just as we fight floods or drought, it will not be possible to achieve anything substantial.

Dr. R. M. Kasliwal:

While resources are doubtless important for education, the main reason why our endeavours have not been successful so far is because the spirit of dedication is absent. This spirit of dedication and service which is seen among people of other countries should be developed in our youth. The educated people in the community, who are privileged to have had the benefit of education, should resolve to devote two or three hours per week voluntarily and without payment, for imparting education to the people in their mohallas, villages and districts. This work should be suitably co-ordinated. In this way, millions of men and women would be rendering free service in the field of education and something constructive could be achieved. This will also help to bridge the gap between the privileged and not-so-privileged. It must be started as a movement and even if the response is not very great in the beginning, it is bound to gather momentum in course of time. The initiative should come from the top people.

Education Minister, Orissa:

It is to be appreciated that a National Policy on Education has been formulated and that it has been suggested that 6 per

cent of the national income should be spent on education. While this is commendable, the States have also to spend on other spheres such as agriculture, irrigation, power, etc. Unless the tempo of education is increased in all its total aspects, agricultural production cannot be accelerated. Similarly, education is linked with other spheres also and not with social welfare alone. If that view is accepted, education should receive high priority.

The question of national integration is doubtless important, but it can be achieved only if the glaring regional imbalances are corrected. The tribal areas are economically very backward, and special allocations and efforts will have to be made to bring these areas to a more progressive level.

While experimentation in education is important, care has to be taken to see that experiments are undertaken after careful examination. Our past experience with the higher secondary pattern, the pre-university course, etc., warns us to be more cautious about new experiments.

Some effective measures have to be taken to tackle problems of student unrest. When educational institutions are obliged to stay closed for months together, it results in wastage of resources and student-time. It is necessary to examine what reforms are needed in our educational system, curricula and form of examinations, and to initiate approximate corrective measures.

Much of what can be achieved in educational development in the Fourth Plan depends upon the allocations that are available. Although many schemes have been shifted to the State sector, it is only through Central planning that national integration can be brought about. Proper planning is very necessary for the successful implementation of our schemes.

Education should be linked with productivity, otherwise it only creates unemployment. In the case of vocational and professional education, emphasis should be on quality, and on adjustment to manpower needs.

Education Minister, Gujarat:

Considering the limited resources available, our efforts in the Fourth Plan should be confined to core programmes. The first priority should be given to the provision of universal primary education and its improvement. Higher education can easily be left to provide and voluntary effort.

The problem of stagnation comes next in order of priority. The causes of this problem include the social and economic backwardness of certain groups of the population. Many parents fear that if their sons receive higher education they would not come back to pursue their father's vocation. Some kind of vocational training should be given after the 7th or 10th standard to enable these boys to pursue profitable vocations.

It is not correct to say that Basic education has failed. So far as Gujarat is concerned, it has been quite successful, for it has not only given pupils experience in certain kinds of crafts, but it has also helped to improve general education in other subjects. The Education Commission has also recommended that the students should be introduced to work-experience. The idea of associating our boys with some kind of manual work should be pursued and more crafts should be introduced.

(At this point the Board adjourned for lunch and the discussion was resumed after the lunch recess).

Education Secretary, Madras:

Whatever be the Plan allocations made by the Centre, each State has ultimately to deal with the Finance Commission regarding priorities. Some formula must be evolved by which, once the N.D.C. has indicated allocations, the State will be assured of those amounts. If Central schemes are to be transferred to the State sector, the corresponding funds should also be transferred with them.

Education Secretary, West Bengal:

The resources indicated will actually mean Rs. 600 crore only because of the rise in prices. There is yet another factor to be reckoned with. The estimates prepared by the Steering Committee are based upon certain yard-sticks and norms which may not be applicable to many items in the Plan. In primary education, filling up gaps and deficiencies will be the main need, and this will be an extremely difficult task. Once a State has reached the figure of 80 per cent enrolment, the remaining 20 per cent will present very serious difficulties as the most inaccessible areas will have to be reached. Not only will there be resistance from the community, but the primary schools in these areas will be below optimum size. For these areas, therefore, the optimum size will have to be re-defined. The shift system would not apply as there may not be sufficient enrolment even for one shift. Nor will the practice of depending upon local resources to provide housing for the schools have a favourable response, and it may be necessary to provide accommodation for the schools through the direct action of the State. Thus

the cost for the additional enrolment will be much higher than the average cost, and the norms adopted hitherto will be found inappropriate. It is therefore necessary to press the State Governments to provide more funds in the State sector and to try to expand the Central and Centrally-sponsored sector.

If the Central Government underwrites all the additional expenditure for teachers' emoluments at the school stage, it will be a relief to the State budgets and it would enable them to undertake certain additional programmes. It would be worthwhile having a National Wage Policy and a uniform system of emoluments for teachers.

Shri A.E.T. Barrow:

From the report of the Planning Group and the Steering Committee and from the resources position, it would appear that the fulfilment of the Constitutional directive for providing free and compulsory primary education is getting further postponed. The Steering Committee has made the following observations in this regard—

“The Education Commission had recommended that effective primary education of 5 years should be provided to everyone by 1975-76 and 7 or 8 years by 1985-86. The target dates of the Steering Committee were 1980-81 and 1990-91 respectively. With the resources indicated for elementary education under the ‘inevitable’ expenditure, the dates by which these goals could be achieved would get postponed to 1983-84 and 1993-94 respectively”.

This Board must decide whether this position is to be accepted. It is politically and educationally necessary for our voters to have at least eight years of primary education. In fact it should be free. No mention however has been made in the Steering Committee's report of making primary education free. This measure is very important for removing social inequalities.

Shri Subramania Menon, M.P.:

It is a blot on the country's honour that even after 20 years of independence, such a large percentage of our population is illiterate. To keep so many people in a state of ignorance is a crime against humanity. Educational policy cannot operate in isolation. It is a part of and a reflection of the whole socio-economic development. The socio-economic set-up should be changed and the expenditure on luxuries for the upper classes should be cut down. Only then can we find resources for the development of the country. Improvement of standards can

be taken up only after the people have been taught how to read and write.

Prof. M.V. Mathur:

It would appear that resources in terms of talented manpower are going to be limited. In that event, we should examine the strategy to be adopted. A great deal of what is now included under the name of 'planning' is something that should be done in the normal course. From this point of view, the actual allocations for education are very limited and the hopes of the planners are being belied. The framers of the Constitution stated that free and compulsory education should be provided. But the prime emphasis has been placed on quantity only and the type of education that has been given is not what the framers had in mind. When good education is not provided to a large number of persons, those who are able to get good education come to occupy positions of significance and this defeats one of the prime objectives of the Constitution, namely, social justice. Social justice is far more important than the spread of education, and programmes which go contrary to social justice are harmful to the nation. If education is to get a very small allocation, then democracy will be in danger, and all socialistic processes will go out of gear, in a period of, say, ten years. While priority is doubtless necessary for agriculture, industry, etc., educated manpower is needed for the proper development of all these.

Prof. Samuel Mathai:

If we cannot make a macro-plan, covering all aspects of the educational life, let us concentrate on a few manageable items and leave their implementation to local effort. One should be able to go back from a meeting of this kind and be able to put into practice some specific idea.

Reference was made to higher education and employment opportunities. Part-time courses and evening classes were suggested. This, we were told, would increase the opportunity for people to improve their qualifications and to find better employment. This seems so plausible. But in reality, people who go in for part-time education are those who are already employed, and the young people who come out of the normal courses are debarred from employment by those who are already employed and who have improved their qualifications. The new entrants thus find themselves at the bottom of the ladder and since promotion to higher appointments is most often made on the basis of seniority, there is no reward for exceptional performance of any kind. This discourages quality performance in our universities and colleges. If we are really concerned with improving the quality of higher education, we

must have a great deal more freedom and local initiative and management. Any assistance given by the Centre or its agencies to universities and other bodies should be on general lines and should not be too restrictive. Otherwise in a large and varied country like ours, it will not be possible to promote higher education with reference to local needs and priorities.

Education Minister, Kerala:

In Kerala, the shift system is in operation in nearly 3,000 primary and middle schools, but no over-all saving results from the arrangement, for what saving is saved in the lower classes is taken away by expenditure on the higher classes.

Even States which are considered educationally advanced have problems. There are, for instance, areas which are still backward. Admissions cannot be denied to those who seek higher education and this requires more money.

The Chairman announced, at this stage, that the discussion on the item was concluded and that the matter would be referred to a sub-committee which would go into all aspects of the problems and prepare draft resolutions to be adopted by the Board.

Discussion with Dr. D.R. Gadgil:

At the request of the Board, Dr. D.R. Gadgil, Deputy Chairman, Planning Commission, attended the general session to clarify some points which members wanted to raise. The issues raised and the answers given are summarised below:

Education Minister, Orissa:

Education has been declared as one of the social services. A cut falls first on social services and therefore on education. How can we expect progress when investment in education is reduced? For example, even to step up agricultural production, the farmer has to be educated, has to possess the technical knowhow and the scientific knowledge necessary for utilising modern techniques such as the use of fertilisers or insecticides. He also needs to know how to deal with financial agencies to advantage. Without education the poorer and weaker sections of the society are not able to utilise available resources. Our effort on community development has not been fully successful in spite of large investments because of the lack of education among the people who are to implement these programmes. Similarly, programmes of family planning are being misused and the ignorance of the people is being exploited. Therefore, this attitude that education is one of the social services is not correct. It cuts at the very root of national development.

Prof. Gadgil:

Prof. Gadgil clarified that neither he in his personal capacity nor the Planning Commission to his knowledge had endorsed the view that education is merely a social service. Effective planning should be on a long-term basis and should be implemented in a consistent manner through consistent programmes. Unfortunately, most people approach planning from the short-term point of view and this happens particularly when resources are in short supply. In the ultimate analysis, it is the decision-making agency which makes the cuts and in a country like ours, this agency is the democratic politician. One of the long-term objectives of planning is to educate the decision-makers and to correct the current opinion that long-term investments such as those on research, higher education, primary education or technical education are postponable. These programmes are not postponable. In fact, some of these investments should precede planning in other directions.

Education Minister, Orissa:

Why should education be classified as a social service?

Prof. Gadgil:

It is purely a matter of categorisation. Whether we call education social service or social investment, we must accord it an adequate priority. A large number of economists are interested in measuring the return for investment. But such measurement is difficult in a programme like education. Education is regarded as a welfare in programme in the sense that it has to be given to large sections of society without any return being thought of. We talk of investment in agriculture or industry but we consider programmes like health or education as service. In the larger sense, all programmes should be considered as investments.

Union Education Minister:

Will the Ministry of Food and Agriculture take care of the eradication of illiteracy among the farmers? Similarly, will the Ministry for Industrial Development take care of educating the millions of workers engaged in industries?

Prof. Gadgil:

Allocation of funds for education will be in the Ministry which is responsible for educational services as such. It has sometimes happened in some States that agricultural education is the Agriculture Ministry's responsibility. Otherwise, we generally regard it an educational effort. The total educational effort must be an order which can sustain the total socio-economic

progress of society. The Planning Commission and the Cabinet coordinate this effort and it is therefore obvious that the Ministry or Ministries in which allocations are made are not very relevant to the over-all size of the allocation.

Education Minister, Maharashtra:

The process of planning includes objectives—short-term as well as long-term—and also the process of fixing priorities. When it comes to the question of determining priorities, the exercise has to depend upon the resources at the disposal of the country and the Governments. According to the Planning Commission, where does education figure in its scheme of priorities? So far as the State Governments or the Finance Departments or Planning Sections of the State Governments are concerned, agriculture takes first priority along with irrigation, power and family planning, and education which is a part of social services, has no priority at all. What steps are being taken by the Planning Commission to see that education receives the proper priority in the States as well as in the Central Plans?

Prof. Gadgil:

In the first instance, the Planning Commission would not adopt this approach of first or second priority. The Planning Commission would take the view that the totality of development should be planned with the support of such resources as we have. It is not a question of cutting down any programme so much as the distribution of resources in the existing situation. The Planning Commission has pointed out that, in view of the fact that education and health have suffered during the last three years, it is necessary to take better care of them in the Fourth Plan and to atone for past neglect. In the annual plans, the Planning Commission has placed emphasis on maintaining continuing activities and strengthening and extending those where a good tempo has already been established. The Planning Commission has not indicated any percentages or proportions of the total outlay that should go to particular sectors. Ultimately, proposals for the Plan come from State Governments and the Planning Commission only indicates certain guidelines and approaches.

Education Minister, Rajasthan:

(a) Will there be any further cuts in education? (b) What special efforts are being made by the Planning Commission to remove regional imbalances?

Prof. Gadgil:

(a) As the size of the plan is not known, it is not possible at this stage to assess what the cuts will be.

(b) Regarding imbalances, there are several aspects to the question. One is the imbalance within a State itself. This question should be dealt with in the State Plan and the State Ministers should take a decision in this matter. The Planning Commission has taken some steps in the allocation of Central assistance to help the backward States which have a per capita income below the national average. At present not much more can be done from the Central sector to help the situation. The Constitutional directive in relation to primary education would appear to be an obvious area in which special action can be taken.

Dr. Mohan Singh Mehta:

Prof. Gadgil had made a mention earlier of the need and value of experiments and research. How is that that this very important point which convinces most of us is not emphasised in the Planning Commission's final plans? If we implement this suggestion, we would not be wasting our resources and we would obtain the maximum benefit from the investments that we make.

Prof. Gadgil:

The Planning Commission is not an originating organisation. It takes proposals from the State Governments or Ministries, and beyond indicating where a gap could be filled or a programme modified, the Planning Commission does not itself formulate proposals. Experimentation is basically an activity of the concerned Ministries. The Planning Commission only coordinates to some extent, and it goes on the assumption that experimentation and innovation would be looked after by each Ministry. The Planning Commission would of course fully support and protect such programmes where experimentation and innovations are involved.

Education Minister, Gujarat:

A good system of education is necessary to support democracy, to promote measures for national integration and to ensure general economic and social progress. However, it seems difficult to save even the core of the Plan in the education sector because of the uncertainty of resources. It has also been stated that education is a State responsibility and that the Centre should narrow down the scope of Central and Centrally-sponsored schemes. This has raised an important issue for the consideration of the Planning Commission and the Central Government, namely, that of the division of resources between the Centre and the States to match the responsibilities which each of them has to discharge. The responsibilities for the States are growing larger and larger but they do not receive

the proportionate share of resources, whereas the Centre collects resources far more than is required by the responsibilities which it has to discharge in the sphere of development. This imbalance between the Centre and the States raises serious Constitutional issues regarding division of resources.

Prof. Gadgil:

Division of resources is not related only to education. It is connected with considerations relating to the functional responsibilities of the Centre and the States. Partly this is looked into by the Finance Commission, which examines the budgetary responsibilities of the States and have to ensure that sufficient resources are granted to the States in the quinquennial division. The problem is really one of administration. The Centre has a surplus of resources so that assistance can flow from the Centre to the States. It naturally happens that expenditure on Central responsibilities and functions gets priority and the residue flows as State assistance. The Planning Commission thus tries to ensure that there is a balance between the State plans and the Central plans and that the State plans are of a certain size. However, there is an important modifying factor, namely, the State's own effort. There is a feeling in many quarters that if the Centre gives assistance every time, there will be no incentive for State effort.

Education Minister, Gujarat:

The Deputy Chairman had made a reference to the severe constraint on resources and the need for efforts to economize and to raise resources from communities to support educational activity. This is not only true for financial reasons but also necessary to sustain democratic planning. In States like Maharashtra and Gujarat, the share of voluntary effort is significant. At present, our plans do not reflect the voluntary effort that is available, except in terms of physical targets. For example, in spite of the comparatively low percentage of the State budget allocated to education, the State of Gujarat has achieved comparatively high physical targets, due to the part played by private effort. In order to encourage private effort increasingly by the States, can the Planning Commission and the Centre consider recognising the share of private effort and providing incentives to States where private efforts are substantial? This would lessen the constraint on resources on the one hand and encourage the process of democratic planning on the other.

Prof. Gadgil:

This fact is fully recognised. In fact, there are spheres where State action cannot be direct and therefore non-official action

should be encouraged. As for giving special incentives to States where this has happened, the need is not very obvious. The real problem is that educational backwardness and per capita income are related to backwardness in what may be termed local leadership in education. That is why these backward areas suffer from a double handicap because of the lack of voluntary effort. A vicious circle sets in and this can be saved only through some kind of internal effort and local leadership.

Mrs. Durgabai Deshmukh:

I have three questions:

(a) In social services including education, health and welfare, the short-falls are not so much due to inadequate resources but due to organisational, administrative and financial procedures. Is the Planning Commission taking any steps to examine this bottle-neck in order to ensure that funds already available are fully utilised?

(b) One of the most fruitful sources for educational development is public charitable trusts, funds and endowments. The mobilisation of these resources has to be taken up on a war footing. If we do not get external aid, we must tap domestic resources.

(c) The third question relates to the need for educating the politician and the policy-maker. Is it possible to form pressure groups for the cause of education to see that more allocations are made for education? How can this be done?

Prof. Gadgil:

I shall examine how and why financial procedures had led to the non-utilisation of the allocations made for social welfare or girls' education.

As regards mobilisation of domestic resources, there is some legislation in most States regarding charitable trusts and endowments. There are also small taxes on their managements.

As regards pressure groups, the politicians will have to educate themselves. The only pressure group for education can be the educated people. But educated people are not much of a pressure group at all at present.

The Chairman then thanked Dr. Gadgil who withdrew and the consideration of the agenda was resumed.

ITEM 4

To Discuss the Implementation of the National Policy on Education.

Shri J.P. Naik:

Adviser, Ministry of Education, initiated the discussion. He said:

I am not concerned so much over the reduction in allocations as over the unconcern for education that is generally noticeable everywhere. It looks as if the country lacks the will to plan for educational development. One of the most disappointing documents recently produced was the report of the Committee on Priorities. Contrary to expectations, there is no reference in the report to the place of education, except to say that the allocation to 'social welfare and education' could be reduced. Two factors are essential for developing education; the will and the resources. In other words, human effort and monetary investment are both required. People talk of realism in accepting the reduced allocations. What is realism? It may be called realistic to say and accept that education is to receive, say, Rs. 800 crore. But the situation in the country is such that if a big effort is not made to develop education in the next five to ten years, no aspect of national life will be developed and the future of the country will be damaged for all time to come. To accept this fact and to allocate additional resources to education here and now may also be realism.

The first three Plans can be summed up thus. The Planning Commission says to the educator: "What is the minimum amount with which you can plan or unplan education?" To this, the educator replies: "If you give me so much I will tell you how to utilise the amount wastefully." It does not help to talk in terms of rupees. It is for this august body to suggest some educational programmes which will enthuse the country. Once the programmes are clear before us, then the necessary resources—material and human—will have to be found for them. Let us identify a few programmes of high priority and implement them with enthusiasm and in a big way. This body should suggest a small but feasible and constructive programme of educational development which can be undertaken and implemented in the Fourth Plan. Then the N.D.C. should be requested to give this programme priority and allocate the necessary resources.

It is also necessary for this Board to take a decision about the Centrally-sponsored sector. It is a wrong decision to cut down this sector, especially because education is given the

lowest priority in the State sector. Up to the Third Plan, education in the State sector received about ten per cent of the total outlay. But now, except for West Bengal where education receives over 16 per cent, other States have allocated only 5 to 7 per cent to education. This Board may, therefore, appeal to the N.D.C. to continue the Centrally-sponsored sector so that important schemes might be saved. In the alternative, earmarked funds should be given to States, during the next five years, for important schemes that would have been in the Centrally-sponsored sector had they not been transferred to the States.

In the discussion that followed, the following points were made by the various members:

Shri K.L. Joshi:

As regards the question of resources, the formulation of the Fourth Plan has repeated the history of the previous Plans in the sense that the States prepare a big-sized plan and go disappointed when the Planning Commission cuts them to size. It will be difficult for the State Education Ministers to convince their Chief Ministers and cabinets that education should get a higher priority. It is difficult to demonstrate the economics of education. It is suggested that when the Central schemes are transferred to the States, the money may also be transferred according to the schemes.

The Central sector should be maintained and schemes which are considered important may be retained in the Central sector as experimental programmes and gradually transferred to the States after five years.

Regarding priorities, we must first find out the crucial programmes which we need most and emphasize them. Taking the educational pattern, as an example, only Kerala and Madhya Pradesh have gone ahead with the pattern as recommended by the Education Commission. Unless an uniform pattern is adopted by all the States, nothing much can be achieved. Today it is more difficult for a student to migrate from one university to another than it was in 1947. To bring about one pattern of education in the country will not require money so much as thinking and organizational effort.

Miss S. Panandikar:

Even after 20 years of Independence and 10 years after the submission of the report by the National Committee on Women's education, it has not been possible to do much in the sphere of girls' education. Only 57 per cent girls are in schools as compared to 93 per cent of boys. Unless special measures are adopted, this position cannot be improved. This applies not only to the lower primary stage but to the upper primary and

secondary stages also, where the gap between boys' and girls' education is conspicuously wide. Special measures would include institution of scholarships, establishment of hostels, school uniforms, etc. Running of hostels should be entrusted to voluntary agencies who have already gained considerable experience in this field.

In the Fourth Plan emphasis should also be given to qualitative improvement of the professional education of teachers. Such a scheme should find a place in the national programme.

Prof. V.K. Gokak:

Some provision has been made for the pursuit of excellence but such measures, it is felt, will not break the back of the problem. What is required is a frontal attack on the educational system as it operates today in order to bring about radical changes. The syllabus and the teaching methods that are employed in our universities are so mechanical that unless a radical transformation is brought about, no useful purpose can be served. It is, therefore, suggested that a special cell should be created consisting of officers and specialists who, in collaboration, with members of the Boards of Studies, will evolve ways and means of bringing about such transformation.

There has been mention of examination reform and curriculum change but no specific proposal has been worked out in this regard. It is suggested that, in every university, a cell should be set up with aid from the Centre to take care of examination and curricular reform. This cell should work constantly with faculties to bring about change. The teacher who is the pivot of the educational process should be initiated into these processes of change and improvement.

A documentation centre should be set up as national clearing house for educational research. This is one of the prime necessities of the present day, because research work in universities comes next in importance only to satisfactory and adequate teaching. Very often research work that is undertaken in our universities suffers from the defect of repetition because there is no means of knowing where and when a particular research has already been carried out. The clearing house as suggested above would avoid this waste of resources.

The provision of sabbatical leave for teachers will stimulate thinking and help to bring about improvement of teaching personnel.

Audio-visual aids should be improved. Eight or ten films should be produced in each subject presenting outstanding experiments and these should be shown in different colleges in the country.

It is to be commended that a major programme is being considered in the area of textbook production in modern Indian languages. Some kind of training should be provided to textbook writers.

Education Secretary, U.P.:

What a State gets as allocation for education has no relation to what is given to education in the country's Plan as a whole. If the Centrally-sponsored sector is cut down as is being proposed, the situation will be worse.

The problem of teachers' salaries has taken very acute proportions in the State. In 1951, the primary school teacher in U.P. got emoluments of Rs. 46 p.m. This was raised to Rs. 100 in 1966. With two lakhs of teachers in the State, every five rupee increase costs the State an amount of Rs. 1.20 crore. Recently the salary was raised from Rs. 110 to Rs. 125 and this meant an immediate additional expenditure of Rs. 4 crore which will go up to Rs. 7.5 crore in the long run. Nevertheless far from the measure being appreciated, the teachers have gone on agitation and demand a salary of Rs. 150 plus dearness allowance. This means an increase of Rs. 80 per teacher and the total expenditure to the State exchequer is of the size of Rs. 26 crore. It is impossible to find such a large amount; and yet, the human problem exists and is aggravated by the fact that some of the neighbouring States have adopted the new scales. The first request to the N.D.C. should, therefore, be that all the teachers at various levels be paid identically wherever they work in India. If teachers are not paid to their satisfaction, there is no hope for improving education.

Mrs. Durgabai Deshmukh:

In the paper on services for non-student youth, it has been stated that such services should be entrusted to the departments of universities or educational institutions or colleges. Previous experience in this regard has not been happy. All youths are not students but all students are youths although their percentage is small. In the first Plan, an amount of Rs. 100 lakh was provided for both student and non-student youth services. While students youth programme was implemented because the machinery was available in universities and colleges, the provision made for non-student youth services was practically not utilized since there was no machinery in any State or department to implement the scheme. Therefore, the suggestion was made that Youth Boards may be set up in State Education Departments. But no State has implemented this suggestion except Kerala. In the new Fourth Plan, therefore, a separate organisation should be set up for implementing youth services for non-student youth.

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Dr. S. Misra:

With reference to the three-language formula, it has been stated that Hindi students should learn a modern Indian language in addition to English and Hindi. It is not worthwhile for Hindi students to read a modern Indian language. Therefore the three-language formula is superfluous in so far as Hindi students are concerned. Nor is it necessary to distribute the inconvenience among students when a third modern Indian language is not necessary for the Hindi students.

English should be learnt by all college students and should not be made optional as between English and Hindi. Even to use English as a library language, students should possess sufficient proficiency in the language. Both English and Hindi should, therefore, be taught in colleges.

There is no justification for having Hindi-medium colleges in non-Hindi areas; such a back-door method will only cause disruption. It would have been different if the decision had been taken to have Hindi as the only medium for all the universities in India.

The Chairman then announced that the discussion on the subject would be closed and the matter referred to a sub-committee which will prepare draft resolutions for the consideration of the Board.

ITEM 5**To Discuss the Implementation of the Recommendations of the National Integration Council.****Shri G. K. Chandiramani:**

Introducing the item on the recommendations of the National Integration Council, Shri G.K. Chandiramani, Education Secretary, drew the attention of the Board to the following main issues contained in the agenda papers already circulated.

(1) What steps should be taken to produce the textbooks and instructional materials to achieve the objective of national integration? The National Integration Council had suggested the setting up of a Board of Textbooks in the States, and a National Board of Textbooks at the Centre to coordinate the work that would be done in the States. This proposal had received broad support from the State Governments.

(2) What steps should be taken to bring about exchange of teachers, students and educational administrators between the States and between the States and the Centre?

(3) The National Integration Council had suggested that regional imbalances should be corrected and good educational facilities should be provided in rural and other backward areas, and also that a beginning should be made with the common school system. While the common school system is introduced, (a) care should be taken to provide good schools in backward areas, and (b) the schools that are charging high fees might admit a certain proportion of students without charging any fees at all so that there would be no segregation between the different classes of people.

(4) A certificate of domicile or residence in a particular State should not be required to be produced for the purpose of admission to the educational institutions in the State. It was felt that the mere requirement of producing such a certificate brought about a feeling contrary to the sense of oneness of the different States in the country. The Council did realise that dispensing with this requirement might raise the point as to how facilities created by a State from out of the funds of the State could be used for the benefit of those who come from outside. To this, the Council clarified that it would be within the competence of the educational institutions in a State to give preference in admissions to students passing the School Board, university or college examinations without necessarily comparing the State to which he belonged or requiring him to produce a certificate of residence. The Ministry of Education had suggested that this requirement of a certificate of residence should be dispensed with from the academic year beginning June, 1969.

The following points were made in the course of the discussion that followed.

Mr. A. R. Dawood:

Regarding the improvement of textbooks, the Government of India has been trying for the last many years to bring about some improvement in textbooks, but without much success. This matter was reviewed by the Education Commission and certain proposals for reform were suggested which have been, to some extent, incorporated in the agenda papers. The urgency and importance of the question were dealt with by the National Integration Council which believed that, in order to create a sense of Indianness and solidarity and in order to inculcate fully the basic attitudes of Indian democracy, it was necessary that there should be a complete reorientation of the school curriculum and a total reform of our school textbooks. But while proposals are being considered for the establishment of a National Board, the States are already proceeding with their programmes of

producing textbooks, and unless steps are taken on a high priority basis, we may be faced with a *fait accompli*. Unless we are alert and take action at the earliest moment, we will miss the one single most important step in improving the quality of education. Improvement of textbooks and instructional material is a high priority item and it is urgent that we establish a coordinating agency to look after this question.

Coming to the question of the common school system, this was a concept designed to remove inequalities, to provide for the development of equality of educational opportunities by removing the imbalances between State and State, district and district and also between school and school. It also implied the establishment of quality schools. Considerable emphasis should be laid on the establishment of quality schools in every district and in every block. By the mere provision of a few scholarships in public schools, the problem will not get solved. We have always said that the public schools may be left alone to work out their own destiny, and in any event, they are so few that they will not queer the pitch for the entire educational system. But there are a larger number of independent schools which are not public schools at all, which do not charge high fees, and which offer some quality in education. If the common school system is to kill out the little quality there is in our educational system, it is to be regretted. If, on the other hand, the common school system implies the removal of disparities, provision of quality schools, and the upgrading of schools in rural areas, it is welcome. Let all the schools in the slum areas be improved. But to bring in, by the back-door, the concept of the neighbourhood school is something that is not to be tolerated.

Education Secretary, Union Ministry of Education, clarified at this point that the common school as recommended by the Education Commission was exactly what had been proposed in the papers. Emphasis had been placed on the provision of free-ships to poor and meritorious students to enable them to study in these good schools.

Dr. Romila Thapar:

The establishment of Boards of Textbooks at the Centre and the States is a duplication of work already being done by existing organisations. NCERT is already producing textbooks, particularly in social studies and history, with precisely the same objective in mind. Besides, out of nearly 40 members of the proposed Board, only about 16 are directly concerned with textbooks. Textbooks are written for teachers and students and therefore there must be a larger representation of teachers on the Board.

It is a point to be examined why textbooks already written are not being prescribed. There must be some kind of uniformity in terms of syllabus and courses at school. Sometimes textbooks are not used because a certain State has stopped teaching that particular course. Instead of setting up a multiplicity of organizations it would be more to the purpose if the Ministry inquired into the reason why existing books are not being used. It seems as if the basic principles on which they have been written are not acceptable to everyone, and also perhaps there is a difference of opinion between the Centre and the States on the actual writing of the books. It is necessary to evolve a uniform Central policy.

Shri J. M. Lobo Prabhu:

Referring to the question of domicile certificate, I would like to point out that the Mysore Government has prohibited students coming from outside the State from being admitted to the B.Ed. course in institutions in the State. This is a violation of the concept of the oneness of India. This Board must here and now pass a resolution that all such prohibitions should stop.

There seems to be no point in admitting a handful of children in public schools in order to equalise opportunity, for the impact of such a small number will not be felt. Besides, these admissions are likely to be another form of political and personal patronage. In these days of socialism, to categorise schools as better or worse and seek to admit students into those termed good, is not desirable. Our aim should be to see that all schools are improved and made attractive and good in themselves. To make admissions into the public schools on the assumption that they are good, is itself a sad reflection on the non-public schools. Whatever the value of the suggestion made by the Education Commission, it would be wiser to wait till all efforts have been made to level up the general run of schools rather than level down the public schools.

Shri S. K. Vaishampayan:

The question of communicational harmony, the role of the teachers, and disciplinary action to be taken against those who indulge in anti-secular activities, need to be examined more carefully.

In the writing of textbooks, the objective of making them oriented to Indianness should be well-defined.

The question of regional imbalances should be examined and necessary steps taken to correct them. Today there are still areas without a good elementary or secondary school. At the State level, priority should be given to removing these imbalances.

University campuses should not be used for any religious purposes.

In writing textbooks, we should not only see that due representation is given to great men from different communities, but also be sure that a correct picture is presented of the freedom movement and the contribution made by various sections of the Indian people to it.

Dr. R. M. Kasliwal:

Meditation is an art, and does not really concern any religious process. If this art can be inculcated in the pupils, we would be able to improve their mental quality. Meditation for even five or ten minutes a day will charge the personality for the whole day. This art of meditation should be taken up as a pilot project and the Indian system of Yoga should be used to introduce the meditation process in the school and college curriculum. This is our old heritage and a successful implementation will remove many ills.

The Chairman then announced that the discussion on the item would be closed and the matter referred to a sub-committee which would prepare draft resolutions for the consideration of the Board.

IV. DISCUSSION ON COMMITTEE REPORTS AND RESOLUTIONS

During the third session of the meeting of the Board, held in the forenoon of the 12th, the members divided themselves into three committees to deal respectively with the Fourth Five Year Plan on Education, the National Policy on Education, and the recommendations of the National Integration Council. The three committees presented their reports to the plenary session on the afternoon of the 12th and the draft resolutions were adopted after discussion of each of the reports. The summary of the discussion and the resolutions adopted are given below:

Committee No. I on the Fourth Five Year Plan on Education

(1) *Discussion:* The Education Minister of Andhra Pradesh who was the convener of this committee, presented the report and observed that the Group had felt strongly that a higher allocation was necessary if education was to make a fair headway in the Fourth Plan. The Group was also of the view that, in the present context, the Centrally-sponsored and Central sectors should be retained at the present level so that the State could get the benefit of these sectors in implementing special programmes calculated to improve quality and to ensure coordinated efforts on the part of the Central and the State Governments.

Commenting on the recommendation that wastage and stagnation should be eliminated, he said that the committee had been faced with a difficult choice. For example, the enrolment in Andhra Pradesh was 60 per cent. The dilemma for the State was whether to place emphasis on the enrolment of the remaining 40 per cent of boys and girls, or to concentrate on the drop-outs.

On higher education, the committee was of the view that migration of students from one university to another should be facilitated and this was the first thing necessary for national integration. There should also be better coordination between the educating and the employing agencies. If the minimum co-ordination between education and industries and other employing agencies is not ensured, formulation of plans would be unrealistic.

In the discussion that followed, members made the following points:

Shri J. M. Lobo Prabhu:

It is not the function of this committee or of the Board to merely summarise the proposals made by the Steering Committee or any other group. We have to break new ground, but from the report of the committee it is not clear what new contribution has been made. One of the ideas that was considered by the committee was that in order to reduce drop-outs, wastage and stagnation, the law of compulsion should be enforced. This has not found mention in the report of the committee.

It was also accepted by the committee that in order to improve the quality of education, teachers should be given some personal incentives. The report only mentions the provision of incentives but does not specify the type of incentives. I am of the view that that this incentive should be in the shape of a selection grade based on the quality of work of the teacher. It had been pointed out by some members of the committee that such an incentive would create all kinds of demands from the teachers' unions and it would also place some of the States in an awkward position. I would, however, press very strongly that such a procedure should be announced in order that teachers might take more interest in their work. If there are financial difficulties in implementing this idea, the Centre should come forward to assist.

The shift system has worked very satisfactorily in Kerala, and the Board should press for its acceptance.

The system of adult education has not been successful and resources should not be wasted on such a programme. A commission should be set up to inquire into the working of the programme.

The idea of community contribution is an old one, and has not been a great success. Community projects are being gradually given up. He would urge the Board and the committee not to lend themselves to innumerable suggestions but to concentrate on things that matter.

The Education Minister, Andhra Pradesh, explained that in regard to the question of incentives, the Education Ministers had agreed to the provision of incentives in principle, but wanted the form which it would take to be left flexible, so that while it would give them the necessary strength to introduce the reform in their own way, they would not be tied down to any particular form of incentive.

Discussing the enforcement of the law of compulsion, several State representatives pointed out that although a law did exist in their States, it had not been found feasible to enforce it. Nevertheless, the existence of such a law was in itself a big factor in improving enrolment.

As regards adult education, Dr. Mohan Singh Mehta clarified that the concept of adult education had broadened considerably over the past three decades, and it no longer meant the mere acquisition of the three R's. The concept of adult education was one of functional literacy, directly related to improving the functional efficiency of the agricultural or industrial workers.

(2) *Resolutions*: The resolutions were then passed subject to one or two verbal modifications and a minute of dissent from Shri J.M. Lobo Prabhu. They are given below:

1. **Allocations**

The Board is of the view that provision of Rs. 1,500 crore suggested by the Planning Group is absolutely essential to achieve the minimum targets of enrolment and to maintain minimum standards in quality.

2. The Board is of the emphatic view that, in the present context, a sizeable sector of Central and Centrally-sponsored schemes should be retained as an integral part of the Fourth Five Year Plan in order to meet satisfactorily the requirements of qualitative improvement of education and to carry out important programmes which require inter-State coordination on a nation-wide basis. The Board therefore particularly welcomes the declaration contained in the National Policy on Education that "in addition to undertaking programmes in the Central sector, the Government of India will also assist the State Governments for the development of programmes of national importance where coordinated action on the part of the States and the Centre is called for".

3. The Board is also of the view that the scheme of the State Institutes of Education is of such crucial importance that it should be continued in the Centrally-sponsored sector to the end of the Fourth Plan period. The Board requests the Ministry of Education to convey this request to the National Development Council and to urge upon it to reconsider its decision.

4. Elementary Education

The Board generally approves of the proposals of the Planning Group in this regard, subject to the following observations:

- (a) The targets of enrolments suggested by the Planning Group, namely, 180 lakh additional pupils in the age-group 6-11 and 70 lakh additional pupils in the age-group 11-14, are the minimum required.
- (b) Additional provision should be made for special programmes to promote girls' education.
- (c) Particular emphasis should be placed on the elimination of wastage and stagnation, especially in the lower classes.
- (d) Adequate incentives should be provided to the teachers to enable them to contribute their best.
- (e) The resources of the community should be mobilised in a larger measure, both as an end in itself and as a means to augment public funds allocated to education. In particular, steps should be taken to utilise the services of part-time voluntary workers, especially educated women, in the community.
- (f) The double-shift system takes two forms in practice. In the first, it aims at making a maximum use of existing facilities like accommodation, equipment, etc. but provides separate groups of teachers. In the other, the same teacher or group of teachers teach different sets of pupils. There is no objection to the adoption of the double-shift system of the first type. The second type may be given a fair trial in areas where conditions suitable for this experiment are found to exist.
- (g) A minimum programme of qualitative improvement including revision of curricula, including the introduction of work-experience and national or social service, production of good textbooks, inservice education of teachers and strengthening of science education should be included in all Plans.

5. Secondary Education

The Board approves of the proposals made by the Planning Group in this regard subject to the following observations:

- (a) Science education with special emphasis on the development of scientific attitudes and skills should be given high priority.
- (b) The enrolment of 33 lakh additional pupils is reasonable.
- (c) The minimum programme of qualitative improvement envisaged in the Report in regard to curricula, textbooks and evaluation should be implemented on a priority basis.
- (d) In view of the fact that some States have decided to change over to the pattern of secondary education suggested by the Education Commission, the funds necessary for the purpose should be provided.

6. Higher Education

The Board broadly approves of the proposals of the Planning Group to the following modifications:

- (a) It will be necessary to provide for the inevitable additional enrolment of students who come forward to join the colleges, especially because facilities for training and employment at the end of the secondary stage are not available and because the recruitment policies by employing agencies put a premium on university degrees. It was, however, emphasised that certain minimum standards must be insisted upon and full-time facilities should be provided only to the extent of available resources. But part-time and correspondence courses should be provided for others who cannot find admission to whole-time institutions.
- (b) New universities should not be established without adequately considering the availability of resources for the purpose and prior consultation with the University Grants Commission and the Government of India. Where sufficient postgraduate students are available, university centres could be set up in the first instance.
- (c) It is necessary to create a few centres of excellence where facilities at the highest possible level will be provided so that men of sufficient competence and ability could become available for occupying key positions in different sectors of national life.

- (d) There is urgent need to improve the quality of post-graduate education and research.
- (e) A concerted effort is needed to rationalise the utilisation of resources and to improve organisational and administrative techniques, teaching methods, curricula, examination system, etc.

7. Technical and Vocational Education

The Board emphasises the need for a much closer coordination between institutions for technical and vocational education on the one hand and agriculture and industries on the other.

8. Teacher Education

The Board emphasises the need to extend the duration of the primary teachers' teaching course to two years.

9. The Board recognizes the urgent need to improve the quality of teacher education at all levels and recommends that necessary provision be made for it in the Fourth Plan. It also expresses its concern over the huge backlog of untrained teachers and is of the view that it should be cleared by the end of the Fourth Plan through provision of correspondence courses (which should include an intensive personal contact programme). It is further of the view that training institutions should be encouraged to do extension work and that the provision necessary for this purpose should be made in the Fourth Plan.

10. Adult Education

The Board realises the importance of adult education in the context of national development and desires that adequate allocations should be made for it.

11. Youth Programmes

The Board is of the view that the programmes relating to non-student youth should receive a higher priority in the Fourth Plan.

Minute of Dissent by Shri J. M. Lobo Prabhu

1. That in view of the admission of some Ministers that the Compulsory Education Act has not been passed in their States and the admission of all Ministers that it is not enforced anywhere, the Constitution is infringed, without the people being aware of the position.

2. That in view of the "drop-outs" aggregating to 60 per cent in primary schools and the consequent wastage of both money and talents, the law of compulsion may, as a beginning, be enforced on parents of students who enrol but leave school without acquiring literacy.

3. That to reduce "drop-outs" and to increase the enrolments of the teachers, the incentives considered necessary may be spelt out to include selection grades for all categories of teachers.

4. That the expansion of science education may be related to the staff available, which is now short by 40 per cent.

5. That considering the finding that the majority of Basic schools are not different from ordinary schools and considering that the efficiency of the technique has not been evaluated which is unfair to the poorer population which cannot afford schools of their choice, particularly in rural areas, there may be no further expansion until evaluation is made.

6. Similarly, since there is no definite record of the success of adult education, its evaluation may be made before more expenditure is incurred.

Committee No. II on the Implementation of the National Policy on Education

(1) *Discussion*: The Education Minister, Maharashtra, who was the convener of this committee presented the report in the discussion that followed, the members made the following points:

Smt. Durgabai Deshmukh:

In the operative part of the resolutions, while the States are being asked to review the educational development in their States, the contribution made by the voluntary sector should also be considered.

Shri N. D. Sundaravadivelu:

The State legislature had gone into the question of the three-language formula and had decided to adopt the two-language formula.

(2) *Resolutions*: The resolutions as adopted by the Board on the Implementation of the National Policy on Education are given below:

12. National Education Policy: A Significant and Welcome Decision

The Board places on record its keen appreciation of the action of the Government of India in issuing, for the first time since Independence, a Government Resolution on the National Policy on Education. Keeping in view the contents of the Resolution and the background of extensive consultations, among others, with Members of Parliament, the State Governments

and universities that preceded it, the Board recognises that the Resolution represents the first important effort to identify educational priorities at the national level.

13. Conditions Essential for Effective Implementation

For the effective implementation of the National Policy on Education it is necessary to make the general climate in the country more favourable to education and to educational progress. This is a matter of the highest importance and must receive the earnest attention of authorities, both at the Centre and in the States.

14. The Board wishes to emphasise that effective implementation of the National Policy on Education will require provision of adequate resources. The Board therefore urges upon the National Development Council, the Planning Commission, the Union Ministry of Education and the State Governments to make the necessary resources available for this purpose. It also recommends that every effort should be made to supplement public funds allocated to education from other sources such as local authorities, voluntary organisations or public contributions.

15. Investment of monetary resources is necessary but not sufficient for educational development which requires the harnessing of human resources to the fullest extent possible. There should, therefore, be greater emphasis of programmes which need human effort rather than monetary investment. These, for instance, include: revision of curricula; preparation of instructional materials; discovery and diffusion of new methods of teaching and evaluation related to the objectives specified in the National Policy on Education; encouraging initiative and experimentation on the part of teachers and institutions; bringing the school and the community closer together through programmes of mutual service and support; improvement in guidance and supervision; etc. The Board recommends that the Central and State Governments should take all steps necessary to this end such as effective involvement of teachers, strengthening of State Education Departments, creating or strengthening the necessary institutional structures for these programmes of qualitative improvement at the national, State and district levels and adopting a broad-based and decentralised system of educational planning.

16. A Minimum National Programme

The Board recommends that, in the Fourth Five Year Plan, special attention should be given to the implementation of the following as a minimum national programme:

- (a) Fulfilment, as early as possible, of the directive principle of State policy to provide free and compulsory

education: this should be implemented in the age-group 6-11 in the first instance and then extended to the age-group 11-14. Education of girls and of the backward classes and the provision of educational facilities in backward areas will need special attention.

- (b) Programmes for promoting national integration, including the effective implementation of the three-language formula.
- (c) Improvement of the status, remuneration, general education and professional preparation of school teachers.
- (d) Adoption, as early as possible, of a uniform pattern of 10+2+3 on the lines recommended by the Education Commission.
- (e) *Book development programmes, particularly the production of university-level books in different Indian languages to facilitate change-over from English to these languages as media of education; and
- (f) Expansion and improvement of science education.

17. Preparation of Perspective Plans

In order to develop and implement programmes of educational reconstruction in the Fourth Five Year Plan and later, the Board recommends that the State Governments should immediately undertake a comprehensive review of educational developments in their areas during the first three Five Year Plans, including a review of the work of voluntary educational organisations. On the basis of such reviews, they should formulate a policy statement on education, prepare a perspective long-term plan of which the Fourth Five Year Plan would be an integral part and pass an Education Act to give a statutory basis to education. The Board was happy to note that some States have already taken steps in this direction.

Committee No. III on the Recommendations of the National Integration Council

(1) *Discussion*: The report of committee on the recommendations of the National Integration Council was presented by the convener, the Education Minister of Rajasthan.

*The Board approved of the guide lines suggested by the Ministry of Education for the production of university-level books in different languages and recommended their adoption in the formulation of State programmes for this purpose.

In the discussion that followed, Prof. M.V. Mathur suggested that the person who is in charge of the programmes of national integration among the students, viz., the teacher should himself be integrated. This can be done through such programmes as the following:

- (a) It should be possible to put into the hands of the teacher-trainees, at the primary and secondary stages, some guidelines on how to deal with the problem. These guidelines can be prepared by the teachers themselves with, if necessary, the assistance of other educationists.
- (b) It should be possible to provide certain journals specially oriented towards this point of view, so that all that is happening in the field of literature is also passed on to the students and teachers from time to time.
- (c) Even if it is not possible to arrange for the exchange of teachers between the States, it should be easier to arrange for teachers to visit other States.
- (d) There should be at least one institution in each State where a bilingual medium is adopted. This will help in exchange of teachers and students.
- (e) While students should have the freedom to intelligently discuss political problems, no university should indulge in political activities.

(2) *Resolutions*: The resolutions as adopted by the Board on this item are given below:

18. Orientation to National Integration

The Board endorses the recommendation of the National Integration Council that education from primary to the post-graduate stage should be oriented—

- (a) to serve the purpose of creating a sense of Indian-ness, unity and solidarity,
- (b) to inculcate faith in the basic postulates of Indian democracy, and
- (c) to help the nation to create a modern society.

The Board recommends that State Governments and universities should take steps to give this new orientation to education through revision of curricula and co-curricular or extra-curricular programmes, modifications in the methods of teaching and evaluation, revision of textbooks and instructional materials and appropriate orientation of teachers.

19. Textbooks

The Board requests the State Governments to appoint expert committees to organise the preparation of textbooks for schools. It also requests them to keep in view the recommendations of the National Committee on Preparation of Textbooks.

20. The Board welcomes the proposal to establish a National Board of School Textbooks. Its objectives should be as follows:

- (a) to advise the Government of India and State Governments on all matters relating to the production and prescription of school textbooks;
- (b) to scrutinise textbooks produced at the State and the national levels and to ensure that they are in conformity with the objectives of national integration;
- (c) to ensure that continuation efforts are made at the national and State levels to improve the standard of textbooks in subject-matter content, in presentation of material and in production; and to this end, to evolve appropriate criteria for the production of textbooks, especially for those in history, languages and social studies; and
- (d) to ensure that textbooks are priced as low as possible consistently with the maintenance of essential standards and that all necessary steps are taken to give every pupil a reasonable access to all his textbooks.

The National Board of School Textbooks should have also adequate representation of teachers and academic persons.

21. Regional Imbalances

Strenuous efforts should be made to correct the regional imbalances in the country. For this purpose, it would be desirable to adopt the district as the basic unit for educational administration, development and planning. At the State level, deliberate and sustained efforts should be made to assist the less advanced areas to come up to certain minimum levels by giving liberal grant-in-aid to the backward areas. At the national level, it is the responsibility of the Government of India to equalise educational development in the different States and, to that end, to provide special financial assistance, under Centrally-sponsored schemes, to the backward States. Efforts should also be made to provide good educational facilities in rural and other backward areas.

22. The Common School System

Efforts should be made to improve standards in general schools in such a manner that the gap between the good and the poor schools is bridged. The State Governments should take early steps, by granting scholarships and through other suitable measures, to ensure the admissions of deserving students from poor homes to good schools.

23. Mass Media

The Board welcomes the proposals to appoint a committee of experts to deal with matters relating to mass media.

24. Communal Harmony

The State Governments should examine immediately the need to modify service regulations prescribed for teachers in Government or aided educational institutions and make provisions which should facilitate the removal from service of teachers who may be found guilty of creating communal disharmony. Similar action should be taken by universities in respect of university and college teachers.

V. OTHER RESOLUTIONS

The Board then adopted the following two resolutions:

25. Birth Centenary of Mahatma Gandhi

The Board requests the State Ministers of Education to strive their best to make the Gandhi Centenary Celebrations a success by direct participation in all activities and programmes suggested and planned by the National Gandhi Centenary Committee. The Gandhi Centenary Year should also be utilised for launching an intensive drive for removal of illiteracy through the participation of teachers and students.

26. Implementation of the Resolutions of the CABE

The Board authorises the Chairman to take all necessary steps to give effect to these resolutions and, if necessary, appoint appropriate committees of the Board for the purpose.

VI. CONCLUDING REMARKS OF UNION EDUCATION MINISTER AND VOTE OF THANKS

Concluding the 34th meeting of the CABE, the Union Education Minister made the following observations:

“The next six months are of great importance, as during this period the new Fourth Plan as also the Annual Plan for 1969-70 will be finalised through discussions between the Planning Commission, Ministry of Education and the States and Union Territories. In fact the major reason for convening the meeting of the Board at this time was that it would help us in

these discussions between the Centre and the States. This purpose has been happily achieved. The deliberations at this meeting have given us a framework within which we can discuss the Annual Plan for 1969-70 with the State Governments. During these discussions, our plea with the State Governments will be that they should provide adequate allocations for educational development, strive to plug all loopholes and wastage, use available resources economically and effectively, and emphasise the programmes which need human effort and enthusiasm. In this I look forward to the full cooperation and support of the State Education Ministers and if we try our best, we may still save the situation to a considerable extent. We will also place your views with all the emphasis that they deserve before the Planning Commission and the National Development Council. I will convey to these august bodies your concern about the deteriorating educational situation in the country and the urgent need to improve it in a big way. I hope that our joint pleadings on these lines will help us a great deal in securing a better hearing from these authorities.

"I am also happy at the significant progress we have made in deciding to adopt a broad-based and decentralised system of educational planning in all parts of the country. We have agreed to work together in preparing for each State and Union Territory a review of the educational development during the last 18 years and a long-term plan of educational development. This is a major programme we have undertaken and when it is completed, educational planning in the country would have been placed on a much sounder footing than at present and its implementation will be considerably expedited. I look forward to your cooperation in these undertakings.

"I shall keep in view your recommendations that in implementing the National Policy on Education, the Centre and the States will have to work together closely and continuously.

"I am equally happy that you have decided to give high priority to programmes of national integration. It is our responsibility to see that these programmes are included in the Fourth Plan and implemented.

"The present situation is doubtless a difficult one. On the one hand, the resources available are meagre. On the other, the problems have become more acute. But there is no escape from facing these problems squarely and initiating intensive programmes of educational development. It is possible to surmount these difficulties with will and determination and take the country rapidly forward."

The meeting came to a close with a vote of thanks proposed by the Education Minister, Andhra Pradesh.

ANNEXURES

ANNEXURE I

**LIST OF MEMBERS OF THE CENTRAL ADVISORY BOARD
OF EDUCATION***(As on 12-10-68)***EX-OFFICIO MEMBERS**

1. Dr. Triguna Sen
Education Minister (Chairman)
2. Prof. Sher Singh
Minister of State
Ministry of Education
New Delhi
3. Shri Bhagwat Jha Azad
Minister of State
Ministry of Education
New Delhi
4. Shri G. K. Chandiramani
Educational Adviser to the Government of India
Ministry of Education
New Delhi
5. Dr. D. S. Kothari
Chairman
University Grants Commission
Bahadur Shah Zafar Marg
New Delhi
6. Gen. K. M. Cariappa
President
All India Council of Sports
"Roshanara" Mercara
Coorg (Mysore)
7. Dr. B. R. Saksena
Chairman
Standing Commission for Scientific and Technical Terminology
New Delhi
8. Dr. B. V. Keskar
Chairman
National Book Trust, 23, Nizamuddin East
New Delhi

9. Kumari S. Panandikar
Chairman
National Council for Women's Education
8, Garden Homes, First Road, Khar
Bombay-52
10. Dr. P. K. Duraiswamy
Director General of Health Services
New Delhi
11. Shri L. R. Sethi
Chairman
Central Board of Secondary Education
17-B, Indraprastha Marg
New Delhi

NOMINATED BY THE GOVT. OF INDIA

12. Shri A. E. T. Barrow, M.P.
13-A, Feroz Shah Road
New Delhi
13. Prof. Samuel Mathai
Vice-Chancellor
University of Kerala
Trivandrum
14. Dr. (Smt.) Durgabai Deshmukh
'Rachana', Bagh Amberpet Near Engineering College
University Road, Vidya Nagar
Hyderabad-7
15. Shri A. R. Dawood
24, Hotel Delamar Sundar Mahal, Marine Drive
Bombay-1
16. Rear Admiral R. N. Batra I. N.
Commandant
National Defence Academy
P.O. Khadakvasala (Poona)
17. Dr. T. S. Sadasivan
Director
University Botany Laboratory
and Centre of Advanced Study in Botany
University of Madras
Madras
18. Dr. D. M. Sen
Vice-Chancellor
University of Burdwan
Rajbati
Burdwan (Eastern Rly.)

19. Shri V. K. Gokak
Vice-Chancellor
Bangalore University
Bangalore
20. Prof. M. V. Mathur
Director
Asian Institute of Educational
Planning and Administration
Indraprastha Estate
New Delhi
21. Shri Radha Krishna
General Secretary
Serva Seva Sangh, Rajghat
Varanasi-1
22. Dr. S. Misra
Vice-Chancellor
Utkal University
Bhubaneswar
23. Dr. Romila Thapar
19, Kautilya Marg
Chanakyapuri
New Delhi
24. Smt. Raksha Saran
59, Sundar Nagar
(Ground Floor)
New Delhi
25. Shri Anil Mohan Gupta
Nityanand Trust Committee
Vill. Ergoda, P.O. Parihati
Distt. Midnapore (W. Bengal)
26. Miss Sitimon Sawian
Umsohsun
Shillong (Assam)
27. Dr. B. D. Nag Chaudhuri
Member (Education)
Planning Commission
New Delhi

ELECTED BY THE PARLIAMENT OF INDIA

Rajya Sabha

28. Shri K. P. Subramania Menon, M.P.
Navakal, Via Cochin
Ernakulam district, Kerala

OR

28. (a) Shri K. P. Subramania Menon, M.P.
4, Ashoka Road
New Delhi
29. Shri S. K. Vaishampayan, M.P.
37, North Avenue
New Delhi-1

OR

29. (a) Shri S. K. Vaishampayan, M.P.
H. No. 27/2/Aurangapura
Aurangabad (Dist), C. Rly.

Lok Sabha

30. Shri Samar Guha, M.P.
123, South Avenue
New Delhi

OR

30. (a) Shri Samar Guha, M.P.
60-A, Raja Subodh Mullick Road
Calcutta-32
31. Shri Ram Krishan Gupta, M.P.
14, Windsor Place
New Delhi

OR

31. (a) Shri Ram Krishan Gupta, M.P.
Charkhi Dadri (Haryana)
32. Shri J. M. Lobo Prabhu, M.P.
25, Western Court
New Delhi

OR

32. (a) Shri J. M. Lobo Prabhu, M.P.
"Chateau De Lou"
Mangalore-1
33. Shri Biswanarayan Shastri, M.P.
202, South Avenue
New Delhi

OR

33. (a) Shri Biswanarayan Shastri, M.P.
"Ritayan", Navagiri
Chandmari, Gauhati-3 (Assam)

NOMINATED BY THE INTER-UNIVERSITY BOARD

34. Dr. A.L. Mudaliar
Vice-Chancellor
Madras University
Madras
35. Dr. D. S. Reddi
Vice-Chancellor
Osmania University
Hyderabad-7

NOMINATED BY THE ALL INDIA COUNCIL FOR TECHNICAL EDUCATION

36. Prof. P. J. Madan
Pro-Vice-Chancellor
M.S. University
Baroda
37. Shri K. C. Chacko
Pro-Vice-Chancellor
University of Calicut
Calicut, Kerala

NOMINATED BY THE INDIAN COUNCIL OF AGRICULTURAL RESEARCH

38. Dr. O. P. Gautam
Dy. Director General (Edn.)
Indian Council of Agricultural Research
Dr. Rajendra Prasad Road
Krishi Bhavan, New Delhi

NOMINATED BY THE MEDICAL COUNCIL OF INDIA

39. Dr. R. M. Kasliwal
Kasliwal House
Chittaranjan Marg
'C' Scheme, Jaipur

REPRESENTATIVES OF STATES

40. Education Minister
Government of Andhra Pradesh
Hyderabad
41. Education Minister
Government of Assam
Shillong
42. Education Minister
Government of Bihar
Patna

43. Education Minister
Government of Gujarat
Ahmedabad
44. Education Minister
Government of Haryana
Chandigarh
45. Education Minister
Government of Jammu & Kashmir
Srinagar/Jammu
46. Education Minister
Government of Kerala
Trivandrum
47. Education Minister
Government of Madhya Pradesh
Bhopal
48. Education Minister
Government of Madras
Madras
49. Education Minister
Government of Maharashtra
Bombay
50. Education Minister
Government of Mysore
Bangalore
51. Education Minister
Government of Nagaland
Kohima
52. Education Minister
Government of Orissa
Bhubaneswar
53. Education Minister
Government of Punjab
Chandigarh
54. Education Minister
Government of Rajasthan
Jaipur
55. Education Minister
Government of Uttar Pradesh
Lucknow

56. Education Minister
Government of West Bengal
Calcutta
57. Chief Executive Councillor
Delhi Administration
Delhi
58. Education Minister
Government of Pondicherry
Pondicherry
59. Education Minister
Government of Tripura
Agartala
60. Education Minister
Government of Manipur
Imphal
61. Education Minister
Government of Himachal Pradesh
Simla
62. Education Minister
Government of Goa, Daman & Diu
Panjim
63. Shri J. P. Naik (Secretary)
Adviser
Ministry of Education
New Delhi-1

ANNEXURE II

**LIST OF OFFICERS AND OTHERS WHO ATTENDED THE
34TH MEETING OF THE CENTRAL ADVISORY BOARD
OF EDUCATION HELD IN NEW DELHI ON 11 AND 12
OCTOBER, 1968**

ANDHRA PRADESH

1. Shri S. R. Ramamurthy, Education Secretary

ASSAM

2. Shri R. Z. Ahmad, Education Secretary
3. Shri S. C. Rajkhowa, Director of Public Instruction
4. Shri H. N. Barua, Director of Technical Education

BIHAR

5. Shri B. B. Sahay, Deputy Secretary
6. Shri M. P. N. Sharma, Deputy Secretary
7. Shri Santa Prasad, Deputy Director of Public Instruction

GUJARAT

8. Shri V. R. Mehta, Education Secretary

HARYANA

9. Shri B. L. Ahuja, Education Secretary
10. Shri D. I. Lall, Director of Public Instruction

JAMMU & KASHMIR

None

KERALA

11. Shri K. C. Sankaranarayanan, Education Secretary
12. Shri K. C. Ramakrishna Pillai, Joint Secretary
13. Shri P. K. Umasanker, Director of Public Instruction

MADHYA PRADESH

14. Shri U. S. Bajpai, Education Secretary
15. Shri V. P. Seth, Deputy Secretary
16. Shri P. S. Parihar, Secretary, Board of Secondary Education
17. Dr. C. P. Verma, Director of Public Instruction
18. Shri M. C. Dubey, Deputy Director of Public Instruction
19. Shri J. P. Tiwari, Deputy Director of Public Instruction

MADRAS

20. Shri S. Krishnaswamy, Education Secretary
21. Shri N. D. Sundaravadivelu, Chief Educational Adviser & Additional Secretary
22. Shri M. D. Paul, Director of School Education

MAHARASHTRA

23. Shri S. E. Sukthankar, Education Secretary
24. Shri D. M. Sukthankar, Deputy Secretary
25. Shri E. R. Dhongde, Director of Education
26. Dr. (Mrs.) Chitra Naik, Director, State Institute of Education

MYSORE

27. Shri T. R. Jayaraman, Education Secretary
28. Shri S. V. Jevoor, Director of Public Instruction

ORISSA

29. Shri A. Das, Education Secretary
30. Shri B. Senapati, Deputy Secretary
31. Shri B. Das, Director of Public Instruction (H.E.)
32. Shri B. N. Rath, Director of Public Instruction (Schools)

PUNJAB

33. Shri N. Khosla, Education Secretary
34. Shri G. L. Bakshi, Director of Public Instruction

RAJASTHAN

35. Shri J. S. Mehta, Education Secretary
36. Shri R. S. Kapur, Director of Education
37. Shri H. M. Mathur, Additional Director of Education

UTTAR PRADESH

38. Shri R. K. Talwar, Commissioner and Education Secretary
39. Dr. S. N. Mehrotra, Deputy Secretary
40. Dr. C. M. Bhatia, Director of Education

WEST BENGAL

41. Dr. B. Datta, Education Secretary
42. Shri P. C. Mukherji, Director of Public Instruction
43. Shri P. Mukherjee, Deputy Director of Public Instruction

CHANDIGARH

44. Shri Daljeet Singh, Education Secretary

DELHI

45. Shri Virendra Prakash, Director of Education & Additional Secretary

MANIPUR

46. Shri H. R. Singh, Education Secretary

NAGALAND

47. Shri Yajen Aier, Director of Education

NEFA

48. Shri S. L. Soni, Director of Education

PONDICHERRY

49. Shri J. A. Ryan, Director of Public Instruction

MINISTRY OF EDUCATION

1. Shri L. S. Chandrakant, Joint Educational Adviser
2. Dr. P. D. Shukla, Joint Educational Adviser
3. Shri Veda Prakasha, Deputy Educational Adviser
4. Shri D. K. Hingorani, Deputy Educational Adviser
5. Dr. S. M. S. Chari, Deputy Educational Adviser
6. Mrs. S. Doraiswami, Assistant Educational Adviser
7. Col. P. Dayal, Director General, NFC/NCC
8. Shri N. M. Tagore, Assistant Educational Adviser
9. Shri H. D. Gulati, Assistant Educational Adviser
10. Shri S. K. Saha, Assistant Educational Adviser
11. Shri V. R. Reddy, Assistant Educational Adviser
12. Dr. R. K. Sharma, Assistant Educational Adviser
13. Shri Jagdish Singh, Assistant Educational Adviser
14. Shri M. L. Kapur, Assistant Educational Adviser
15. Shri R. R. Iyer, Statistical Officer
16. Shri S. P. Jain, Under Secretary
17. Shri C. K. Mullick, Education Officer
18. Shri Virendranath, Education Officer

UNIVERSITY GRANTS COMMISSION

1. Dr. P. J. Philip, Secretary

PLANNING COMMISSION

1. Dr. D. R. Gadgil, Deputy Chairman
2. Shri D. P. Nayar, Senior Specialist
3. Dr. S. N. Saraf, Director
4. Shri A. H. Hemrajani, Director
5. Shri D. L. Sharma, Research Officer
6. Shri J. C. Saxena, Research Officer
7. Shri P. N. Bhachru, Research Officer

NCERT

1. Dr. S. K. Mitra, Joint Director
2. Shri R. H. Dave, Head of the Deptt. of Curriculum & Evaluation
3. Dr. M. C. Pant, Head of the Department of Science Education
4. Shri S. L. Ahluwalia, Head of the Deptt. of Audio-Visual Education
5. Dr. G. Chaurasia

MINISTRY OF HOME AFFAIRS

1. Dr. B. S. Raghavan, Director

OTHERS

1. Dr. Mohan Sinha Mehta, President, Adult Education Association
2. Shri S. N. Subba Rao, Gandhi Centenary Committee
3. Shri A. Kumar, Gandhi Centenary Committee

ANNEXURE III

THIRTY-FOURTH MEETING OF THE CENTRAL ADVISORY BOARD OF EDUCATION (OCTOBER 11 & 12, 1968)

ITEMS ON THE AGENDA

- Item No. 1—To record appreciation of the services rendered by those who have ceased to be members of the Board since the last meeting and to welcome new members.
- Item No. 2—To report that the proceedings of the thirty-third meeting of the Central Advisory Board of Education held at New Delhi in August 1967 were sent to the State Governments and the Union Territories.
- Item No. 3—To discuss the Fourth-Five-Year Plan in Education
- (i) Educational Development in the Fourth Plan (1969—74): Report of the Steering Committee of the Planning Group on Education
 - (ii) Recommendations of the Planning Group on the Report of the Steering Committee for the Fourth Five Year Plan
 - (iii) Fourth Five Year Plan in Education: Some Difficulties and Problems—by J. P. Naik
 - (iv) Educational Planning, Administration and Evaluation in the Fourth Five Year Plan (1969—74): Report of the Working Party approved by the Planning Commission on Educational Planning, Administration and Evaluation
 - (v) To treat the scheme of Technical High Schools as a scheme under Technical Education (Suggested by the Govt. of Maharashtra)
 - (vi) Programmes for the Development of Girls' Education (Items suggested by the National Council for Women's Education):
 - (a) Expansion of the Education of Girls at the Lower Primary Stage
 - (b) Preparing Girls from Rural Areas to work as Primary Teachers by providing Education and Professional Training through a System of Scholarships
 - (c) Preparation of Girls for Different Vocations

- (d) Increasing Employment Opportunities for Women
- (e) Special Machinery for the Education of Girls and Women
- (f) Increasing Facilities for Pre-school and Adult (Social) Education
- (vii) Reduction of Drop-outs (Shri J. M. Lobo Prabhu)
- (viii) Improvements in the Emoluments of Teachers (Shri J. M. Lobo Prabhu)
- (ix) The Possibility of Control and Nationalization of the Expansion of Higher Education in the Country (Suggested by Dr. Samuel Mathai)
- (x) Report of the National Seminar on Wastage and Stagnation at the Secondary Stage
- (xi) Development of the State Institutes of Education in the Fourth Five Year Plan
- (xii) A Programme of Youth Services in the Fourth Five Year Plan

Item No. 4—To discuss the Implementation of the National Policy on Education

- (i) National Policy on Education
- (ii) Uniform Pattern of Courses in Universities in India (suggested by the Government of Mysore)
- (iii) Audio-Visual Education (a) at the Secondary Stage and (b) in Adult Education
- (iv) Examinations with Supplemental Note
- (v) Agricultural Education
- (vi) Annual Report of Educational Progress in India (Items (iii) to (vi) suggested by Shri Anil Mohan Gupta)
- (vii) Employment of Persons beyond 55 years in High Administrative Posts in Educational and Scientific Fields (Dr. R. M. Kasliwal)
- (viii) Pilot Project on Mental Health Education (Dr. R. M. Kasliwal)
- (ix) Work Experience in Agriculture
- (x) Three-Language Formula

- (xi) Regional Languages as Media in Universities
- (xii) Better Textbooks
[Items (xi) to (xii) suggested by Shri J. M. Lobo Prabhu]
- (xiii) Uniform Pattern of Education
- (xiv) Determination of and Giving Effect to a Common Pattern of Education, and Achievement of National Integration to be made a Concurrent Subject
- (xv) Constitution of Statutory Boards of Secondary Education and Statutory Secondary Education Grants Commissions
[Items (xiii) to (xv) suggested by Shri S. K. Vaishampayan, M.P.]
- (xvi) Sons and Daughters or Wards of Teachers retired from Education Departments to be given Preference for Appointments to Teaching Posts under the Education Departments (by the Government of Madhya Pradesh)
- (xvii) Guidelines for the Production of University-level Books in the Indian Languages in the 4th Plan (Ministry of Education)
- (xviii) Resolutions proposed by Education Minister, Rajasthan

Item No. 5—Implementation of the Recommendations of the National Integration Council on Educational Aspects, Mass Media and Communal Harmony

Explanatory note to Item 6

Appendix I—Establishment of a National Board of School Textbooks

Appendix II—Regional Languages

Appendix III—Admission of Students from outside the State to Engineering Colleges and Polytechnics, and Admission to Medical Colleges on Inter-State Basis

Appendix IV—Visits by Students in Vacations to the Different Parts of the Country to Promote National Integration

ANNEXURE IV

MEMBERS OF COMMITTEE NO. 1 ON THE FOURTH FIVE-YEAR PLAN ON EDUCATION

1. Education Minister, Andhra Pradesh—*Chairman*
2. Education Minister, Kerala
3. Education Minister, Orissa
4. Deputy Minister for Education, Madhya Pradesh
5. Dr. B. D. Nag Chaudhuri
6. Education Secretary, Haryana
7. Education Secretary, Madras
8. Education Secretary, Punjab
9. Education Secretary, U.P.
10. **Smt.** Durgabai Deshmukh
11. **Smt.** Raksha Saran
12. Miss S. Panandikar
13. Miss Sawain
14. Prof. M. V. Mathur
15. Shri Lobo Prabhu
16. Dr. Mohan Sinha Mehta
17. Shri D. P. Nayyar—*Secretary*

ANNEXURE V

**MEMBERS OF COMMITTEE NO. II ON THE NATIONAL
POLICY ON EDUCATION**

1. Education Minister, Maharashtra—*Chairman*
2. Education Minister, Mysore
3. Education Minister, Manipur
4. Education Minister, Goa
5. Deputy Minister, Madhya Pradesh
(Shri Dubey)
6. Shri Anil Mohan Gupta
7. Dr. A.E.T. Barrow
8. Rear Admiral Batra
9. Shri Vaishampayen, M.P.
10. Dr. B. R. Saksena
11. Shri Menon, M.P.
12. Dr. S. Mishra
13. Dr. S. Mathai
14. Director of Education, Pondicherry
15. Shri Veda Prakasha,
D.E.A., Ministry of Education—*Secretary*

ANNEXURE VI

**MEMBERS OF COMMITTEE NO. III ON NATIONAL
INTEGRATION**

1. Education Minister, Rajasthan—*Chairman*
2. Education Minister, Assam
3. Education Minister, Madhya Pradesh
4. Shri G. K. Handiraj
5. Dr. Romila Thapar
6. Dr. D. M. Sen
7. Shri Radhakrishna
8. Shri Kasliwal
9. Shri A. R. Dawood
10. Shri Daljit Singh,
Secretary, Chandigarh Administration
11. Dr. S. K. Mitra
12. Deputy Secretary (Education), Bihar—*Secretary*

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**MEMBERS OF COMMITTEE NO. III ON NATIONAL
INTEGRATION**

1. Education Minister, Rajasthan—*Chairman*
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3. Education Minister, Madhya Pradesh
4. Shri G. K. Chandiramani
5. Dr. Romila Thapar
6. Dr. D. M. Sen
7. Shri Radhakrishna
8. Shri Kasliwal
9. Shri A. R. Dawood
10. Shri Daljit Singh,
Secretary, Chandigarh Administration
11. Dr. S. K. Mitra
12. Deputy Secretary (Education), Bihar—*Secretary*

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