

# Standing Committee of the Central Advisory Board of Education

PROCEEDING OF THE MEETING HELD  
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Ministry of Education and Social Welfare  
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# INAUGURAL ADDRESS

**Professor S. Nurul Hasan**  
**Union Minister of Education**  
**Culture and Social Welfare**

I deem it a privilege and pleasure to welcome you all to this first meeting of the Standing Committee of the Central Advisory Board of Education. I also welcome my colleagues, the State Education Ministers, who have come as special invitees to this meeting. The main agenda before us is to consider major questions of policy regarding educational and cultural development in the Fifth Plan. A Discussion Paper which poses these issues has already been circulated to you. This paper has also been discussed by the Conference of Education Secretaries and Directors of Education for the last two days and their considered recommendations are also before you. I, therefore, think that it should not be difficult for us, in the course of today's meeting, to arrive at definite conclusions on these issues.

What are these important questions of policy? Let me highlight a few of them.

The first issue relates to the reduction in the overall allocation from Rs. 3320 crores (suggested by the Central Advisory Board of Education) to Rs. 2200 crores (now proposed to be allocated by the National Development Council). Most of us have been disappointed at this, especially in view of the fact that even the allocation of Rs.

3320 crores was not adequate to meet the full needs of this situation. Some of my friends have suggested that we should ask for a review of this decision and demand a much larger allocation. While I appreciate this sentiment, I would recommend that we should accept this allocation as a hard reality in the planning of a developing economy like ours. While doing so, however, I would like to emphasise three points.

This allocation is the absolute minimum needed and we should therefore request the Planning Commission and the National Development Council to ensure that it is not reduced further under any circumstances and, if possible, even increased;

We must also strive to mobilise community and other resources to supplement this allocation to a much greater extent than what was visualised earlier; and

We must ensure that the utmost economy is exercised in our Plan schemes.

I have no doubt that the State Education Ministers will exercise the utmost vigilance that the allocation for education and culture is not further reduced in the State Sector under the pressure of competing priorities for agriculture, industry, irrigation and power, as was the case in the earlier plans.

Another important question of policy relates to informal education. The existing system of education is almost exclusively formal and relies mainly on full-time institutional instruction at all stages. This leads to several major weaknesses. It can be availed of only by the non-working population, whether children, youth or adults, and the needs of the working population are almost totally neglected. It divides life into two water-tight compartments—

being one of full-time education and no work and the other of full-time work and no education, instead of expecting an individual to participate in work and educate himself throughout his life. Education cannot be properly integrated with the life of the community and become truly meaningful for so long as this dichotomy continues. Above all, the cost of such a system, both recurring and non-recurring, is high and beyond the resources of a developing nation like ours. It is also doubtful whether the investment in formal education, particularly formal higher education, would offer adequate returns in terms of social benefits, if made beyond a certain limit. We have, therefore, to take immediate steps to create an integrated form of a national educational system in which all the three channels of instruction—full-time institutional, part-time institutional and non-institutional self-study—are properly developed at all stages and for all sections of society.

In the Fifth Plan, it is proposed to introduce this reform through a number of programmes. At the primary stage, it is necessary to adopt the system of multiple-entry at the ages of 6, 11 or even 14 and to provide a large programme of part-time education to meet the needs of the children who cannot attend school on a full-time basis because they have to work for or in their families. These children constitute about two-thirds of the school dropouts so that this programme can also be the largest single measure to reduce wastage. Incidentally, the programme of part-time and informal education can, and should, involve, with profit, parents of children. At the secondary stage, it is proposed to introduce programmes of part-time and correspondence education on a much larger scale than in the past and to throw open all Board examinations to private candidates. At the university stage, it is proposed to establish an Open University at the national level, to create opportunities for correspondence education in at least one university in every State, and to throw open university examinations to private candidates.

It has been estimated that about 200 crores or 10 per cent of the total Plan outlay would have to be invested in all programmes of informal education in the Fifth Plan. This investment would yield rich dividends and should be given high priority.

Let me sound a note of caution. Progress in this sector is not going to be easy because of the conservatism of the existing educational system as well as of the public. As the whole concept is new, the public will have to be convinced to accept informal education as desirable and equal in status to full-time institutional instruction. The teachers and the inspecting officers will need proper orientation. It will also be necessary to prepare new teaching and reading materials and to make major changes in institutional structures to enable them to operate simultaneously both the formal and informal systems of education. All this means an immense human effort. I would appeal to my colleagues, the State Education Ministers, to give their personal attention to the development of this programme which should become an integral part of the educational system at all stages before the end of the Fifth Plan.

Yet another important issue of policy relates to the improvement of quality. For this purpose, we will have to provide the academic inputs such as revision of curricula, adoption of new methods of teaching, examination reform, improvement of text-books, teacher education (both pre-service and in-service), encouragement to experimentation and innovation, use of modern educational technology (including mass media), improved supervision, and development of closer ties between the school and the community. Equally important is the need to relate curricula to environment and to adjust vacations to local harvesting seasons. The Prime Minister is of the view that work-experience and relating education to physical and social environments is a very important reform that should

be put across almost immediately. These programmes do not require large investment. But their effect is far reaching because they fertilize, not only plan expenditure on educational development but even the non-plan expenditure which is several times as large. From a cost-benefit point of view, therefore, there can be no more significant investment in educational development. It is a pity that these programmes were comparatively neglected in the earlier plans. We should compensate for this neglect and highlight them, on a very high priority basis, in the Fifth Plan.

What these programmes need is, not large financial investment, but detailed planning of high quality, creation of the essential institutional structures, provision of good leadership and considerable human effort through better motivation of teachers and students. It is these aspects on which we will have to concentrate our attention. I would like the whole of this year to be used for the necessary detailed preparation for these academic inputs. I would also emphasise the need to develop and strengthen the necessary institutional structures for these programmes in the Fifth Plan. I will not elaborate the point since it has been discussed in detail by the Education Secretaries and Directors of Education. The teachers, at all stages, should be more closely involved in planning and implementing programmes of educational development. Students participation, especially in programmes of teaching and community service should receive an equal emphasis, and R & D in education which, at present, is extremely limited, should be considerably expanded by promoting research, experimentation and innovation in all sectors.

These academic inputs form the 'core' of the programme of qualitative improvement and will, therefore, have to be emphasised at all stages. At the elementary stage, the need to emphasise expansion is paramount. But even here, it is proposed to set aside a sum of not less than Rs. 200 crores (or 20 per cent of the total allocation) for programmes

of qualitative improvement. At the same time the targets set for universal coverage of free primary education in the age-group 6 to 11 and 75 per cent coverage in the age-group 11 to 14 during the Fifth Plan period through conventional schools where possible and informal or non-conventional instructions, where necessary, have to be kept fully in view. It is easy to give up and settle for less. The Constitutional directive is as clear, however, as the lack of action for almost over a decade now to give effect to it. Fortunately, the commitment to implement this decision in the Fifth Plan has been accepted by the country as well as the National Development Council. Certainly, depending upon the local conditions, each State could determine for itself the actual proportions in which the Fifth Plan targets of elementary education coverage, under the respective age-groups, could be reached through the formal and informal streams. The informal education for all that it would be found less expensive, is not a poor substitute; in several contexts it may even be the better alternative but making use of both the options in a balanced manner, the elementary education plan, as the plan of national minimum need, has to be equal to clearing the backlog which undeserved neglect of this crucial sector so far has allowed to accumulate.

At the secondary stage, a sum of Rs. 100 crores (or one-third of the total allocation) has been set apart for these programmes. I wish it could have been larger, because without programmes of qualitative improvement in the primary and secondary sector, we can neither ensure equality of opportunity for the weaker sections of the community, nor make education an instrument of social change.

At the university stage, about three-fourth of the total allocation is proposed to be utilised for programmes of qualitative improvement. This is as it should be because programmes of qualitative improvement gain in significance as one goes up the educational ladder. My appeal to the



State Education Ministers is that they should highlight these academic inputs in the State Plans and see that the funds required for them are not allowed to be cut down or diverted under any circumstances.

Many difficult and complex issues arise in regard to the regulation of enrolments in higher education. So far, we have adopted a policy of open-door access and unregulated expansion on the ground that this would lead to equality of educational opportunity. An analysis of the progress of higher education in the post-independence period, however, shows that it is still largely the preserve of the urban middle and upper classes. The principal objective has thus not been realised while we have to pay a heavy price, in terms of educated unemployment and the lowering of standards, for the unregulated expansion that has taken place. A time has therefore come to review this policy. The Approach Document to the Fifth Plan suggests that we should adopt a new policy which will, on the one hand, regulate the overall enrolments in higher education and, at the same time, lead to greater equality of educational opportunity by increasing the access of backward areas and the weaker sections of the community to university education. The Discussion Paper goes into details and points out that such a strategy is possible and that its essence lies in the development of a number of programmes simultaneously as a package-deal. These will include restraint in the establishment of new universities but development of university centres and autonomous colleges where undergraduate and postgraduate education and research would be developed in an integrated fashion; carrying out a survey of higher education and adoption of a policy under which expansion would be slowed down in well-developed or over-developed areas while, simultaneously, steps would be taken to expand facilities for higher education in comparatively backward areas; diversifying courses to meet individual, local or man-power needs; limiting the number of places available in institutions of full-time instruction in relation to the

facilities available; rationing the seats available in full-time institutions among the applicants for admission on principles of social justice; and the provision of liberal opportunities of informal higher education for all those who may not find a place under full-time institutional instruction. In view of their significance. I would appeal to all my colleagues, the State Education Ministers, to discuss these proposals in depth and to recommend a policy which can be adopted on all-India basis.

Two major policy issues arise with regard to secondary education. The first refers to the adoption of 10+2+3 pattern for school and college classes. This is a major reform which we had agreed to implement in the Fifth Plan. It will enable us to make secondary education terminal and also to vocationalise it effectively. It will certainly raise standards at the school stage; and by providing the universities with older and better trained students, it will help in raising standards at that stage. It will make our degrees more comparable to those of universities in developed countries; and above all, it will make the university system more manageable. I, however, find that there is still some hesitation about this programme, especially on the score of costs. We feel that the cost of this programme need not be high in only selected high schools and if a three-year honours degree course is introduced side by side with a two-year pass-course for the first degree. In fact, in certain situations, it may even turn out to be measure of economy. It is, therefore, necessary to discuss all these issues involved in depth, and to prepare concrete programmes for the adoption of the new pattern in every State before the end of the Fifth Plan.

The second issue relates to vocationalisation. The significance of this problem is recognised on all hands. But our knowledge based on the subject is very limited. We have hardly any data on man-power needs or employment opportunities. We also do not know enough about the

best forms of vocational education to be provided at this stage. There is hardly any organisation at the district level where the programme will have to be developed. There are no adequate agencies to look after the programme, either at the State or at the national level. In spite of all these difficulties, it is necessary to make an effective beginning in this programme in the Fifth Plan. The main proposal on the subject which I would like to place before you is that we should establish, as recommended by the Education Commission, some organisation at the national level which can look after this programme on a continuing basis. It should have adequate resources at its command which can be made available to the State Governments on a sharing basis. In turn, there would have to be counterpart organisations at the State level and an effective implementing machinery at the district level. I would request you to consider these proposals and suggest a programme of action which we can include in the Fifth Plan for implementation on a priority basis.

Another important issue of policy I would like to raise is that of providing a mass orientation and a basis of social justice to our educational system. As is well known, this educational system was originally devised for the education of a class, and unfortunately it still retains that character to a substantial extent. If our commitment to socialism is to have any meaning, we must change this situation, give a mass-base to our educational system and ensure that it provides equality of educational opportunity for all.

Two programmes are directly relevant to giving a mass-base to the educational system. The first is the development of elementary education for which, even in the revised proposals, a sum of about Rs. 1100 crores or 50 per cent of the total outlay has been allocated. This programme, based on a Constitutional directive, has an absolutely overriding priority and I would request all the State Education

Ministers to see that it is appropriately highlighted in their plans.

The second programme in this area is that of adult education, especially the informal education of young persons in the age-group of 15-25, in close association with the Nehru Yuvak Kendras. As the proposals now stand, a sum of Rs. 40 crores has been proposed for adult education, the object being to make more than one crore of persons literate.

From the point of view of equalising educational opportunity, I would refer to four programmes which will be highlighted in the Fifth Plan. The first is that of scholarships whose allocation has been raised from Rs. 15 crores in the Fourth Plan to Rs. 90 crores in the Fifth Plan. It is proposed to double the number of scholarships which the Centre now provides at the university stage—from 30,000 awards a year to 60,000. The scheme of scholarship to talented children in rural areas will be continued and a new scheme will be introduced under which 25 per cent of the seats in approved residential schools will be reserved for merit scholars selected by Governments. I would request the State Governments also to provide as large an allocation as possible for the provision of scholarships. One important suggestion is that they should provide two matching scholarships per Community Development Block for the two scholarships which have been provided by the Government of India.

The second programme is that of promoting the education of Scheduled Castes and Scheduled Tribes. At the elementary stage, emphasis has to be laid on the enrolment of the non-attending children from these weaker sections of community. The provision for Ashram schools has to be substantially increased. At the secondary stage, the provision of hostels and scholarships has to be sub-

stantially increased. At the university stage, the programme of scholarships should be continued and expanded. Among the new schemes contemplated, mention may be made of the provision of individual guidance or private tuition to children of the Scheduled Castes and Scheduled Tribes to help them to improve their academic performance. I would appeal to my colleagues, the State Education Ministers, to see that the special programmes for the education of the children of Scheduled Castes and Scheduled Tribes are fully developed and that they get due share from the general sector also.

The third programme refers to the educational development of hill areas. They have many special problems such as scattered population, difficulty of communications and comparative isolation and appropriate measures will have to be adopted to overcome these difficulties. It is therefore proposed that the educational development of hill areas should be highlighted, on a priority basis, in the Fifth Plan. A number of valuable suggestions in this context have been made by the Committee on the Educational Problems of Hill Areas. I recommend these for adoption.

The fourth programme that I would refer to, in this context, is that of the model primary and secondary schools. Since several misunderstandings arose because of their name, we now propose to designate these institutions as 'Community Schools' in order to emphasise their close relationship to the development of their communities, and especially of the weaker sections therein. In view of the limitation of resources, we have also scaled down the size of the programme as indicated in the Discussion Paper. You will also see therefrom that the scheme has been modified in the light of the discussions with the State Governments in several important particulars and I hope, the final form in which it has been stated in the Discussion Paper will now be acceptable to all concerned.

There are several important features of these institutions. They will be the pace-setting institutions in a programme of a qualitative improvement. They will serve as demonstration schools. They will also function as extension centres and help the schools in their neighbourhood through provision of services to students and teachers and sharing of common facilities. Above all, they will be powerful instruments of equalising educational opportunities because 25 per cent of their students will be selected exclusively from the weaker sections of the community and will be given adequate scholarships to cover all their maintenance costs.

I would request the Committee to take a definite decision regarding this programme so that preliminary work and advance action can be initiated.

There are a number of other important programmes included in the Fifth Plan proposals. In Technical Education, for instance, it is proposed to emphasise consolidation and qualitative improvement. I wish we had more resources to give to Technical Education. But the situation being what it is, I hope the industry (public as well as private sector) which derives the largest benefit from programmes of technical education, would come forward to supplement our allocation with grants from its own resources. For the programme of Youth Services and Welfare including the establishment of Nehru Yuvak Kendras, a larger allocation has been proposed; and I hope it will remain in spite of other competing demands.

The significance of proper implementation is also obvious, but I shall not speak of this (or of the advance action programme) because these have been dealt with at some length by my colleague Shri I.D.N. Sahi in his Address to the Conference of Education Secretaries and Directors of Education. I will refer only to one important question of policy, namely, the development of cultural programmes in the Fifth Plan.

would plead with the Committee for a higher priority to cultural programmes in the Fifth Plan. As I pointed out in my Address to the last session of the Central Advisory Board of Education, the effort made, in the post-independence period, to develop a national plan of cultural development, has been far from adequate. I, therefore think that the allocation for culture should be proportionately much larger. In the Discussion Paper placed before you, a sum of Rs. 60 crores has been proposed as against about Rs. 14 crores in the Fourth Plan. I hope it will be acceptable to the Committee, even if it makes some dent on the allocation for education.

The major programmes proposed to be developed in the plan for cultural development are: preservation and development of monuments (including improvements to their environments), development of archaeological museums and sculpture—galleries, promotion of archeological studies in universities and other research institutions; enforcement of legislation on antiquities and art treasures; the setting up of a national Museum of Man, the creation of a national trust for acquisition and preservation of cultural property, a substantial development in the programme of the National and State archives; development of national libraries and the organisation of a network of district and block libraries through the Raja Rammohan Roy Library Foundation. It is also proposed to emphasize the cultural content of education and to promote the development of cultural institutions.

All these measures and more are necessary, for though there is so much awareness of our cultural heritage, not enough has been done for its preservation and dissemination. For example, the performing arts, handed from generation to generation, are languishing now and in many instances are kept barely alive by the stray efforts of small dedicated groups. We cannot allow such age-old art forms to wither and die. The State must come to their rescue and offer substantial support.

Culture permeates every aspect of our life, including the whole educational process. For this reason, as I said a little earlier, it is necessary to develop a National Policy of Culture. In a vast country as ours, with a long and eventful history, a multiplicity of forms and plurality of approach, this will not be an easy matter and will require careful handling. Regional identities will have to be preserved within the overall fabric of national unity. Dialogues have to be established between regional cultures and different levels of society, between city and villages, so as to arrive at a greater understanding amongst the people of our land.

I would appeal to all the State Education Ministers to give these programmes of cultural development a high priority and adequate allocations in their plans, broadly on the lines now being envisaged for the Central Plan.

Friends, I would not like to take any more of your time but before I conclude let me highlight the peculiar challenge that the Fifth Plan poses for us. On the one hand, we have had to accept a large reduction in our demand for funds. The allocation of Rs. 2200 crores has been further eroded to some extent by increases in scales of pay and rise in prices. Even with all this, the worst is probably not yet over. On the other hand, we cannot postpone any longer the intensive efforts needed to transform the existing educational system. This calls for bold and imaginative decisions, and improvement in the quality of planning and vigour of implementation. It also implies a large investment in terms of leadership and human effort by motivating the public, the teachers and the students. The challenge is difficult, no doubt, but not insurmountable. I hope we shall rise to it.



# CONCLUDING ADDRESS

**Professor S. Chakravarty**

I am grateful to the Chairman for giving me an opportunity to address this meeting today and also for the clarification that I am speaking in my individual capacity and not as a representative of the Planning Commission.

I would like to point out that the allocations have not yet been finalised. A review of the entire resources position is now being held and at this particular stage, therefore, it is premature to speculate whether the final allocation is going to be Rs. 2200 crores or less. At present, the allocation stands at Rs. 2200 crores, and we should assume this figure as the basis for our discussions. But it may be desirable to think of some possible alternatives also.

One of the major policies adopted in the Fifth Plan is to bring about a deliberate change in the inter-sectoral investment in favour of elementary education. From the discussion I have heard today, it appears that there is not a single dissenting opinion on this subject. This is a matter of considerable gratification. It may be a little premature to assume, at this stage, that this new policy will automatically succeed. There are many difficulties to be encountered; and I would strongly urge upon the Education Ministers and the State Governments to ensure that the necessary funds are allotted to elementary education in the final plans.

While additional funds are necessary, money alone will not help us to solve this problem. A great deal of effort is also called for in terms of educational planning, experimentation and administration. This is fully recognised in the document before the Committee. As you are all aware, the problem facing us in elementary education today is much more difficult than that we faced in the past. The non-attending children are mostly girls and children from the poorer sections of society including the Scheduled Castes and the Scheduled Tribes. A much larger expenditure will have to be incurred on their enrolment and the cost per student enrolled is going to be much larger. A bold and an innovative effort is also called for, not only to enrol these children, but also to retain them in schools and to reduce wastage and stagnation. I am happy to note that the State Education Departments have become aware of these problems and are devising solutions to them.

Another issue which was highlighted in the discussions today is that of vocationalisation of higher secondary education. This is an extremely important point, specially if we have to solve the problem of educated unemployment and admissions to universities. Doubts have been raised whether the funds now allocated for the programme are adequate. I would personally agree that a larger allocation is needed. But here also, the educational, administrative and other allied issues are far more important than the size of the allocation. The implementation of this programme cannot be done in isolation by educationists; it will have to be inter-linked with industry, agriculture and so on. It is also necessary to have estimates of manpower needs and employment opportunities at the middle level. I suggest that an Inter-Ministerial group should go into this question. A few detailed studies are being undertaken by the Institute of Applied Man-power Research and these may also yield some useful results. All the speakers have highlighted this complexity and the difficulty of the pro-

bler. I am, therefore, inclined to agree that some institutional arrangements should be considered to tackle this problem on a planned and long-term basis.

With regard to higher education, the main proposals before the Committee are those which aim at regulating enrolments on full-time institutional basis. These are extremely important. I am fully aware of the difficulties in implementing them because of their serious political implications. But let me also ask whether the unregulated expansion of higher education in the last 25 years has benefited the backward sections of our society. Whatever analysis I have been able to make shows that this is not so. Moreover, let us not forget that when the prices of all the commodities have gone up, the price for educational service has remained at the same old level and has, in real terms, actually gone down. We have to make additional mobilization of resources and it is therefore a question whether this policy should continue. I realize the difficulties involved but the problem has to be faced.

In my opinion, one of the basic tasks of planning is to equalise economic opportunities. The programme of equalization of educational opportunities can be developed side by side with this basic programme as they strengthen each other. If studies are carried out from this point of view, they may not give a very flattering account of our planning process. There is no doubt in my mind, however, that this is the hard core of the problem and the single most important challenge in the context of the Fifth Plan. It has to be examined closely and it ought to receive a great deal more attention than it has received so far. I also think that a good deal of detailed work and careful evaluation is called for if we are going to make sure that the intended beneficiaries do in fact receive the benefit. It has always happened that we have planned with certain groups of beneficiaries in mind and the advantage has gone to other

groups. This is a matter about which we have to be continually alert, I was very glad that this problem was posed during the discussions. If we can devise proper modalities for the purpose, the Fifth Plan can make a real departure.

## RECOMMENDATIONS

The Committee considered the revised proposals for the development of education and culture in the Fifth Plan, estimated to cost Rs. 2,200 crores, from all aspects and broadly approved them subject to the observations made in the paragraphs that follow.

( ) The Committee cannot help feeling disappointed at the reduced allocation of Rs. 2,200 crores for the development of education and culture in the Fifth Plan, especially because, in real terms, the reduction is far greater on account of the rise in prices, the increase in scales of pay and allowances of personnel which had already occurred and that which is likely to occur as a result of the recommendations of Pay Commission. However, in view of the difficult financial conditions through which the country is passing, it accepts this allocation and recommends that the following measures should be adopted to supplement it and to utilise it more effectively.

- (a) Every effort should be made to ensure that the financial allocation for education and culture in the Fifth Plan would not fall below Rs. 2,200 crores.
- (b) The allocation of Rs. 2,200 crores made in the Central and the State Plans should be supplemented to a considerable extent, by local and community resources which may include voluntary contributions and donations and local taxes such as cess on land revenue or buildings.

- (e) The utmost economy should be observed in all Plan schemes and economy devices like the adoption of the shift system, the programme of apprentice teachers, emphasis on informal education, reduction in the cost of school buildings, etc., should be fully explored and utilised.

(2) In the Fifth Plan, the country is faced with a situation where the tasks to be performed in educational development are immense, both from the quantitative and qualitative points of view. But the resources available are comparatively limited. This necessitates an emphasis on human effort, quality of planning and administration, effective implementation, and adoption of new and unorthodox approaches to solve the problem. The Committee, therefore, recommends that the State Education Departments should take this situation into consideration and encourage experimental and innovative approaches in all sectors of education on the broad lines recommended in the Discussion Paper placed before the Conference.

(3) The task to be attempted for elementary education in the age-group 6—14 is vast and costly. Keeping in view the Constitutional directive and the decision of the BNDC to provide 100 per cent enrolment in the age-group 6—11 and 75 per cent enrolment in the age-group 11—14, the Conference is of the view that all efforts will have to be made to reach the goals and every care exercised with the resources available. The Committee is of the view that the allocations to Elementary Education should, under no circumstances, be allowed to fall below the level of Rs. 1100 crores and that this entire expenditure should be earmarked for this purpose. A part of this expenditure may find a place in the State Plans in the ordinary course. But such provisions will have to be supplemented by allocation under the Minimum Needs Programme based on a combined assessment of the needs and capabilities of every

State. In order to get the best results, however, the Committee would like to emphasise four main points in this programme:

- (a) the programme of informal and part-time education should receive considerable emphasis, through providing a certain percentage of the education budget at each level for this programme;
- (b) the maximum use possible should be made of schemes of apprentice teachers and part-time teachers;
- (c) the expenditure on incentives should not ordinarily be more than 15 per cent and that on buildings more than 10 per cent of the total allocation. About 20 per cent of the allocation at least should be earmarked for programme of qualitative improvement including administration and training; and
- (d) special regard should be paid to the particular needs of hill and forest areas.

(4) The Committee felt concerned over the large reduction in the allocation to secondary education. It was of the view that the bulk of this allocation would be taken up by programmes of mere expansion and that programmes of qualitative improvement will be driven to the wall. It, therefore, recommends that steps should be taken to control the indiscriminate expansion of secondary schools which tend to be small, uneconomic and inefficient. It further recommends that the allocation to secondary education should be increased.

(5) The Committee examined the administrative and financial implications of the decision to adopt the uniform pattern of 10:2:3. It was of the view that it might not be possible for the State Governments to find the resources

required for this programme fully in the State Sector. It, therefore, recommends that a Central Scheme providing liberal assistance for the adoption of the new pattern should be introduced in the Fifth Five-Year Plan. This is all the more necessary as the programme has to be implemented by all the States simultaneously and in a coordinated manner.

(6) The Committee attaches the highest significance to the programme of vocationalisation of secondary education. In the opinion of the Committee, this programme is next in importance only to the universalisation of elementary education. In order that it may take off the ground and be sustained for a period of time in a planned manner, the establishment of a suitable Central Organisation for the funding and promotion of this programme should be considered. This organisation should coordinate the work of all agencies working in the field of vocational education. The Committee further recommends that the funds provided for vocationalization should be substantially increased.

(7) The Committee is of the view that one of the major problems of the system of higher education is its unplanned and indiscriminate growth and that it is essential to regulate the enrolments in higher education to conform increasingly to the likely quantum and pattern of employment opportunities for educated youth. It is also of the view that the system of higher education should be selective. At the same time, it recommends that steps will have to be taken to increase the access of the weaker sections of the community and backward areas to higher education.

(8) The Committee stressed the need to review and evolve a comprehensive national policy for the development of higher education. It, therefore, recommends that the Government of India should formulate in consultation with States and the University Grants Commission, a national policy for the development of higher education. This would



include a number of programmes to be implemented simultaneously as a package deal, such as restraint in the establishment of new universities but development of university centres and autonomous colleges where undergraduate and postgraduate education and research would be developed in an integrated fashion; carrying out a survey of higher education and adoption of a policy under which expansion would be slowed down in well-developed or over-developed areas while, simultaneously, steps would be taken to expand facilities for higher education in comparatively backward areas; diversifying courses to meet individual, local or manpower needs; limiting the number of places available in institutions of full-time instruction in relation to the facilities available; rationing the seats available in full-time institutions among the applicants for admission on principles of social justice, and the provision of liberal opportunities of informal higher education for all those who may not find a place under full-time institutional instruction.

(9) The Committee welcomes the proposal to create a new and an integrated form of a national education system in which all the three channels of instruction—full-time institutional, part-time institutional and non-institutional self-study—would be properly developed at all stages and for all sections of the society. It also welcomes the proposal to establish an Open University at the national level under an Act of Parliament, to introduce correspondence courses in at least one university in every State, and in all Boards of Secondary Education, and to throw open all Board and University examinations to private candidates. It requests all State Governments to develop programmes of informal education in a big way in the Fifth Plan and to make the financial allocation required for them on a priority basis, allocating a percentage of the funds of each level of education for this purpose.

(10) The Committee attaches special significance to all programmes of qualitative improvement such as revision of

curricula, their relation to local environment including the adjustment of vacations and holidays to suit local busy seasons in agriculture, adoption of new methods of teaching, examination reform, improvement of text-books, teacher education (both pre-service and in-service), encouragement to experiment and innovation, use of modern educational technology (including mass media), improved supervision and development of close ties between the school and the community. It recommends that adequate allocations for these programmes should be made at all stages.

(11) The scheme of Community Schools, as modified and phased in the Discussion Paper, was approved, subject to the understanding that its administration shall be as decided at the last meeting of the CABE and to the further condition that the outlay for it is included in the Central Sector. Further, work on this scheme should be undertaken, bearing in mind the suggestions and modifications that were made, before the scheme is launched in those States which are ready for it.

(12) The Committee welcomes the emphasis placed in the revised programme on the development of cultural programmes. It recommends that every State Government should also make an earnest effort to provide as large an allocation as possible for cultural programmes in its own plan. It further recommends that popular art forms should receive special encouragement.

(13) The Committee recommends that the programmes of physical education, games and sports should receive special emphasis.

(14) The Committee recommends that programmes of adult education should be emphasised in all development programmes and the necessary allocations for them should be found as a part of these programmes themselves.

(15) The Committee attaches great significance to the spread of education among the Scheduled Castes and Scheduled Tribes. From this point of view, it makes the following recommendations :

- (a) Every effort should be made, at the elementary stage, to enrol all children of Scheduled Castes and Scheduled Tribes. Every State Government should propose specific targets for the purpose for the Fifth Plan. All necessary steps for the purpose should be taken. These would include: the use of tribal languages, orientation of teachers in tribal languages, provision of special allowances and other facilities to teachers working in tribal areas, free supply of educational materials, clothing or mid-day meals, provision of scholarships and hostels where necessary, increasing number of Ashram Schools, etc. The funds required for these programmes should be provided in the general sector on a priority basis.
- (b) At the secondary stage, the Government of India, in consultation with the State Governments concerned, may lay down the minimum level of facilities to be provided by every State including scholarships and hostel facilities.
- (c) At the university stage, the programme of post-matriculation scholarships should be continued and expanded. The administration of these scholarships should be streamlined to ensure that they are paid to the students in time. A review of the amount of these scholarships is also called for.
- (d) At the secondary and university stages, there should be a scheme for providing special coaching and guidance to students from the Scheduled Castes and Scheduled Tribes. At least in

the Fifth Plan, it should be administered as a centrally-sponsored scheme and the necessary funds should be made available to State Governments on a hundred per cent basis.

- (e) In programmes of adult education special efforts should be made for the spread of literacy among the Scheduled Castes and Scheduled Tribes.
- (f) Special consideration should be given to the development of educational facilities in areas where there is a large concentration of the tribal people. It may also be desirable to prepare special plans for these areas.
- (g) The progress of all the different Scheduled Castes and all the different Scheduled Tribes is not uniform. Some have advanced while others are extremely backward. In the Fifth Plan, an attempt should be made to identify those castes and tribes which have not yet been able to avail themselves of the facilities provided by Government and to assist them in a big way and on a priority basis.

(16) The Committee welcomes the proposals for the consideration and qualitative improvement of technical education and suggests that the industry which receives the largest benefit from the programmes of technical education should contribute towards its support and development.

(17) The Committee welcomes the establishment of the National Staff College. It recommends that, before May, 1974, a crash programme of orientating all the District Educational Officers and other Senior Officers of the State Education Departments in the content of the Fifth Five-Year Plan and its implementation should be organised by the Staff College. It would prefer State level and regional conferences for the purpose.

18) The Committee reviewed the working of the Rural Talent Scholarships Scheme and recommended as follows:

- (a) As the objective of the scheme is to identify and nurture rural talent, the condition of admission to the selected schools should be retained. It would, however, be necessary to develop a sufficient number of good schools in each district.
- (b) The scholarship amount for scholars residing in their own home and attending a school of their own choice may be so fixed as to cover the tuition fees and books; in the case of scholars who attend a school selected by the State Government, but staying with a relation or a friend due to non-availability of hostel facilities, will be paid Rs. 500 per annum.
- (c) The States which have not so far implemented this scheme should do so immediately from the next academic session.
- (d) When the scheme was introduced, the intention was that the Central and State Governments would each award two scholarships per block. Most of the State Governments have not instituted the awards during the Fourth Plan. The Committee appeals to all the State Governments to institute two awards per block during the Fifth Plan.

(19) The Committee notes with concern that adequate steps have not been taken to strengthen and streamline the State Education Departments to enable them to face the challenge of the Fifth Plan. It recommends that following steps should be taken immediately:

- (a) Strengthening of the State Departments of Education at all levels—Directorate, Divisional, District—and inspection and supervision.

- (b) Strengthening and reorganising the machinery for collection of educational statistics and information.
- (c) Creating an independent machinery for continuous evaluation of educational programmes.
- (d) Strengthening of the State Institutes of Education and NCERT.
- (e) Establishment of the State Boards of Teacher Education.
- (f) Establishment of Development Groups on School Buildings at the national and state levels.
- (g) Introduction of measures to involve teachers and students in the formulation and implementation of plans for educational development.
- (h) Conduct of the Third Educational Survey.

(20) The Committee is of the view that the radical changes proposed in Education during the Fifth Five-Year Plan can succeed only if Government shows the will to act and the highest emphasis is placed on effective implementation. Several measures will have to be taken from this point of view among which the following may be mentioned :

- (a) A more effective use of the Central Advisory Board of Education. Several Standing Committees of the Board should be constituted (a separate committee for each important programme) and these should meet in between the meetings of the Board to review the programmes entrusted to them. The Standing Committees of the Board would meet quarterly to review the programmes. An adequate

machinery should be created to service these expanded activities of the Board.

- (b) The State Governments should strengthen the machinery at the State and District levels for purposes of educational planning, implementation and evaluation.
- (c) Wide publicity should be arranged for the programmes of educational development included in the Plan.
- (d) Cooperation of the public and the local communities should be sought for the vigorous implementation of the programmes.

## PAPERS CONSIDERED

### I

#### **EDUCATION IN THE FIFTH PLAN: A REPORT TO THE STANDING COMMITTEE OF THE CABE**

In its meeting held on September 18-19, 1972, the Central Advisory Board of Education approved of proposals for the development of education in the Fifth Plan estimated to involve an outlay of Rs. 3200 crores. It also directed that discussions on these proposals should be initiated with the Planning Commission and that, if the allocation actually available were to be less than this amount, a revised Plan, based on 'priorities within priorities', should be evolved and brought before it.

2. In the Approach to the Fifth Plan approved by the NDC, an outlay of Rs. 2200 crores only has been proposed for education and culture. Considerable further work has also been done by the various Task Forces of the Planning Commission and its Steering Group as well as in the Bureau of Planning and Coordination in the Ministry of Education and Social Welfare. As a result of this, a broad, more realistic picture of the proposed programme of educational development has emerged. It has been outlined in the paragraphs that follow.

#### **Main Programmes**

3. Even with this reduced allocation, the Fifth Plan promises to be the greatest and most challenging effort at educational development in the post-independence period. Its financial effort (Rs. 2200 crores) is larger than the outlay on education in all the earlier plans between 1950 and 1973. If this could be matched by (1) an equal step-up in the quality of the strategy to be adopted and (2) human effort, really worthwhile results can be obtained and a recognizable impact made on the total educational situation.



4. The special features of the Fifth Plan in which it differs significantly from the earlier ones, its basic priorities, and its special emphasis are:

- 1) A greater emphasis on programmes of pre-school development;
- 2) An over-riding priority to elementary education which receives Rs. 1100 crores or 50 per cent of total allocation. It is also proposed to radically alter the strategy for its development by emphasizing universal provision of facilities, creating a fairly homogeneous cohort in class I, reduction in wastage and stagnation, multi-point entry, a large programme of part-time education, enrolment of children from the weaker sections of the community (especially scheduled castes and scheduled tribes) and improvement of quality;
- 3) A special emphasis on programmes of adult education which will include (a) informal education including liquidation of illiteracy and provision of welfare services for the age-group 15—25 and (b) linking the programme of liquidating adult illiteracy with employment programmes;
- 4) At the secondary stage, emphasis is proposed to be laid on proper planning of the location of secondary schools, vocationalization of the higher secondary stage, adoption of the uniform pattern of 10+2+3, and improvement of quality;
- 5) At the university stage, the principal objectives would be four:
  - (a) Regulation of enrolment in higher education to conform increasingly to the likely quantum and pattern of employment opportunities for the educated youth—an important policy which is now being enunciated for the first time;

- (b) Providing greater equality of educational opportunity and an increasing access to higher education for the weaker sections of society, especially the scheduled castes and scheduled tribes;
  - (c) Development of post-graduate education and research, and
  - (d) Improvement of quality.
- (6) Large scale development of programmes of Youth Welfare, physical education and games and sports;
- (7) Development of informal education at all stages. This will include: (a) the multiple-entry and part-time education programmes at the elementary stage; (b) programmes of informal education for youth in the age-group of 15—25; (c) programmes of informal education at the secondary stage; (d) the establishment of an Open University at the national level and provision of facilities for correspondence education in at least one university in each State; and (e) full facilities for private study both at the secondary and university stages;
- (8) Further consolidation and qualitative improvement of programmes of technical education including expansion and diversification of training facilities for the middle level workers;
- (9) An over-riding emphasis on academic inputs such as revision of curricula, introduction of work-experience, adoption of new methods of teaching, examination reform, improvement of text-books, teacher education—both pre-service and in-service, encouragement to experimentation and innovation, use of modern educational technology, including mass media, improved supervision and the development of closer ties between the school and the community;

- 10) Qualitative improvement of selected institutions at all stages;
- 11) Stress on implementation; and
- 12) A greater emphasis on programmes of cultural development and their integration with those of education.

### **Pre-School Development**

5 A large programme of pre-school development is proposed to be initiated, although its scale will be considerably reduced in view of the limitation on resources. The main features of the programme will be as follows:

- 1) In the Department of Social Welfare, several important programmes are proposed to be initiated. These will include: (a) the organization of a package programme of pre-school development for under-privileged groups to be launched in selected areas; (b) expansion of the Balawadi programme including emphasis on expansion, diversification and improvement of the training programmes; (c) establishment of a special unit for collection of comprehensive statistics of child welfare programmes on a continuing basis; (d) promotion of research; and (e) assistance to voluntary agencies for parental education and building up of public opinion in favour of the programme (estimated outlay is about Rs. 200 crores for the nutrition programme and Rs. 30 crores for the others).
- (2) In the Department of Education, the main emphasis will be on the expansion of Departmental programmes such as grants-in-aid to Balawadis meant for the children from the weaker sections of the

community, training of pre-school teachers, production of literature, design of equipment, improvement of supervision, research etc.

### **Elementary Education**

6. In the original proposals, elementary education was given Rs. 1600 crores or 50 per cent of the total outlay. In the revised proposals, the over-riding priority given to elementary education is retained (it still gets about 50 per cent of the total allocation) but is given an allocation of Rs. 1100 crores only [inclusive of Rs. 20 crores for pre-school development as indicated in para 5(2) above].

### **Problems of Expansion**

7. The original target of introducing universal education in the age-group 6—11 by 1975-76 and that in the age-group 11—14 by 1980-81 is therefore not feasible. An attempt will however be made to provide 100 per cent enrolment in the age group 6—11 and 75 per cent enrolment in the age-group 11—14 by the end of the Fifth Plan so that universal education for all children in the age-group 6—14 will be provided by the end of the Sixth Plan. This seems to be feasible, especially if the new strategy suggested by the Board is adopted.

8. The main features of the new strategy for expansion of elementary education in the age-group 6—14 may be stated as follows:

- (1) There should be a great emphasis on mass education to create the necessary social atmosphere for the success of the programme. This will include a step-up in the programmes of adult literacy. Good results can also come from programmes of house-to-house census and enrolment drives which will have to be regular annual features of the Scheme.

2) Provision of both primary and middle schools within easy accessible distance from the home of every child will be a programme of high priority. At the primary stage, this task has almost been completed. New primary schools needed will be comparatively few, although we will now have to grapple with the minor but difficult problem of meeting the needs of small habitations (less than 200 persons or so), mostly in hilly or tribal areas. The more important problem is to increase the number of middle schools very substantially. This implies reconsideration of the criteria laid down for the establishment of middle schools in certain areas and a bold attempt to bring education in classes VI—VIII within the reach of the average rural child.

3) The following two activities will have to become an annual routine feature of all primary schools:

- (a) Holding a census of all children of school-going age from house-to-house in every locality, urban or rural, about three months before the beginning of school year; and
- (b) organization of an intensive enrolment drive for the first three months of every school year.

(4) Intensive efforts should be made to enrol all children of the age 6 in Class I. If these are persisted in, the initial cohort would be fairly homogeneous by the end of the Fifth Plan. If, in addition, the ungraded system is adopted and suitable examination reforms are introduced, the stagnation in class I will be reduced and the characteristic inflated enrolments of this class will be a thing of the past.

- (5) Every encouragement should be given to parents to send their children to school on a whole-time basis, and full-time education facilities should be provided for all children who want them.
- (6) While every effort should be made to reduce wastage, it is realized that children who are required to work on account of poverty will continue to drop out (about 40 per cent families fall in this category). This wastage can only be reduced over a period of time when the economic condition of the average family will substantially improve. Till then, efforts will be made to introduce a system of multiple-entry and part-time education for all children who cannot attend on a whole-time basis. From this point of view the following measures are proposed to be adopted:
- (a) Children who missed school or dropped out for economic reasons will again be admitted in *special part-time* classes at the age of 10-11 and made functionally literate in about 18 to 24 months. They may then continue their studies in classes VI—VIII on a full-time or part-time basis according to their needs.
- (b) Children who missed school or dropped out and who even missed the part-time programme under (a) above, will be admitted in *special part-time* classes of 12 to 18 months duration at the age of 12—14 and made functionally literate.

It is obvious that both these programmes will vanish over a few years as full-time education in the age-group 6—14 becomes economically possible for all families.

This new approach to the expansion of primary education will thus serve four objectives:

- (a) Full-time education will be provided in the age-group 6—14 for all who can afford it;
- (b) Part-time education in classes VI—VIII will be provided for those children who have completed Class V and who cannot continue to study further on a full-time basis;
- (c) Multiple lateral entries and special part-time education for functional literacy will be provided for children in the age-group 10-11 and again in 12—14; and
- (d) Every child shall receive elementary education on a full-time basis, if possible, and on a part-time basis, if necessary.

9. School text-books will be provided for all needy children in full-time education and for all children in part-time education. The programme of school meals will be extended to the extent resources permit. School uniforms will be provided for needy girls.

### Enrolments

10. It is anticipated that, in the Fifth Plan, the enrolments at the elementary stage, on a *full-time basis*, will be as follows:

- (a) In classes I—V, the enrolments will increase by 120 lakhs (from 686 lakhs to 806 lakhs) and reach 100 per cent of the age-group; and
- (b) In classes VI—VIII, the enrolments will increase by 60 lakhs (from 170 lakhs to 230 lakhs) and reach 50 per cent of the age-group 11—14.

It is difficult to estimate precisely the enrolments in part-time classes because the whole programme is new and only a limited experience is available to draw upon. It is therefore suggested that the programme of part-time education and multiple-entry should be initiated, on a fairly large but experimental basis in 1973-74 and 1974-75. In the light of the experience gained, the programme may be vigorously expanded in the years from 1975-76 to 1978-79. The target to be reached should be to cover, under one or other of the three types of part-time education programmes, almost all children of the age-group 6—11 who do not attend school on a whole-time basis and about 25 per cent of the children in the age-group 11—14.

11. One special point has to be noted. A suggestion has been made separately that a fairly large portion of the funds available for the programme of educated unemployment during 1973-74 should be utilized for the appointment of primary teachers, the estimate being that about 100,000 teachers can be thus appointed. If this programme goes through, the targets indicated above will have to be suitably revised.

12. A very important point put forward is that we should not speak only of 'enrolments' as our target in elementary education. This often leads to bogus inflation in enrolments and conceals the large rates of wastage. It is therefore suggested that a composite target should be set up for expansion of elementary education on the following lines:

- (a) The present basis of enrolments will continue. But instead of 'total' enrolments, the enrolments according to each class will be indicated.
- (b) The enrolments in class I will be specially watched to ensure that these do lead to a homogeneous initial cohort.



- (c) The proportion of students that reach class V will also be specially watched. A definite target will be laid down for reduction of wastage.
- (d) Like total enrolments, another target will be the total number of children who attain functional literacy i.e., reach class V on a full-time basis or complete the special part-time classes for older children.

13. Programmes of expansion inclusive of the ancillary services to be provided, will be allocated Rs. 800 crores

#### **Buildings and Equipment**

14. A sum of Rs. 100 crores has been allocated to the provision of buildings and equipment. This is obviously very inadequate but under the over-all constraint of resources, this is the best that could be done.

15. A intensive effort will therefore have to be made to supplement this allocation by raising community resources. Wherever possible, the villagers should be required to provide the buildings or a substantial part of their cost. They can also contribute to equipping the schools. Local authorities should be encouraged to raise funds for school buildings, equipment and ancillary services.

16. A very important programme will be to reduce the cost of the school buildings, by special devices and the use of local materials. Excellent work in this direction has been done by the Central Buildings Research Institute, Roorkee and by M Baker in Trivandrum. These ideas will be further developed and propagated through the National Group on School Buildings and State Groups on School Buildings which are proposed to be set up.

### **Programmes of Qualitative Improvement**

17. A much greater emphasis than in the past is proposed to be placed on programmes of qualitative improvement for which a sum of Rs. 200 crores has been allocated. These will form a package-deal including introduction of work-experience, improvement of curriculum, better text-books, adoption of new methods of teaching, examination reform, teacher-education (including a large programme of in-service education), and strengthening of the inspectorate. Each State will draw up its own detailed programmes of action and emphasize their implementation. For this purpose, the State Institutes of Education, text-books bureaux, and inspectorates will be strengthened; State Boards of Teacher Education will be established; and guidance at the national level will be provided by the NCERT, the National Staff College for Educational Planners and Administrators, and the All-India Council of Teacher Education. The year 1973-74 is proposed to be utilized fully for all the advance preparations needed for launching a big nationwide drive for qualitative improvement for the first year of the Fifth Plan.

### **Implementation**

18. The highest emphasis will be placed on the implementation of this major programme included in the Fifth Plan. From this point of view, the following are some of the measures that will be adopted:

- (1) The District Administrative and supervising machinery will be adequately strengthened. It is from this level mainly that the programme will have to be administered.
- (2) Steps will be taken to involve the primary teachers and their organisations. Suitable literature for the guidance of the teachers will be prepared and widely distributed.

- (3) A good monitoring system will be introduced so that six-monthly reports of the programme would be available for each institution and discussed fully at the block and district levels. Similar reviews would again be held at the State levels. At the national level also, the programme would be reviewed in the six-monthly conferences of the Education Secretaries and Directors of Education. The NCERT and States Institutes of Education will also review the programme on a six-monthly basis.
- (4) A special unit under a senior officer will be set up in the Ministry of Education to maintain and guide the whole programme. In the NCERT, the Department of Primary Education will be adequately strengthened.

### **Mass Education**

19. The steps taken to reorganise the programmes of elementary education will create a much greater impact on mass literacy than in the past. It is however necessary to supplement these through direct efforts to spread literacy among the adults. In the revised plans, therefore, it has been decided to increase allocation to adult education from Rs. 10 crores to 37 crores.

20. The first major programme proposed to be developed for this purpose is to provide informal education with an emphasis on literacy in the age-group 15—25. This programme will be mounted through the Nehru Yuvak Kendras, selected educational institutions at all levels—primary and middle school, secondary schools, and colleges—where both teachers and students will be expected to participate in the programme, through volunteers in the national service scheme and voluntary organisations. An allocation of Rs. 30 crores has been made for this programme and the target will be to make at least one crore of adults functionally literate.

21. The Task Force of the Planning Commission on Adult Education has suggested that the functional literacy programmes should be linked with those of employment. It has proposed that in all schemes of employment in which illiterate persons are involved, it should be an integral part of the scheme to provide informal education to the participants with an emphasis on functional literacy. In its opinion, the programme should be organised by the agency in charge of the employment programme and the funds for it should also be provided in the employment scheme itself. It is proposed to pursue this scheme with the Planning Commission and the Ministries concerned. If they agree, the Ministry of Education and Social Welfare can provide the literature, train teachers and guide and inspect the educational programmes. For this purpose, a sum of Rs. 7 crores has been provided in the Plan (this will include the requirements of the scheme in para 20 above). No definite targets have been set. But it should be possible to make at least 50 per cent of the persons covered by the employment schemes functionally literate.

### **Secondary Education**

22. Secondary education which has suffered all along in the earlier plans (it does not get the popular support of elementary education nor the prestigious compulsions of higher education) has become the weakest link in the chain. In the original proposals, therefore, an outlay of Rs. 600 crores was proposed for secondary education. Unfortunately, the axe has fallen heavily on this sector and the revised allocation is only about Rs. 300 crores. This is a point which needs special attention of the Standing Committee.

### **Programmes of Expansion**

23. There is no question of selective admissions or even general regulation of enrolments at the secondary stage. It is estimated that enrolment at the secondary stage will increase from 9.7 million to 13.7 million in the Fifth Plan.

Provision for this will have to be made. However, it is proposed that the expansion policy in secondary education may be regulated on the following lines:

- (1) The unplanned location of secondary schools (which leads to uneconomic and small institutions) should be stopped and all new secondary schools to be established should follow some prescribed criteria.
- (2) An effort should be made to plan the location of secondary schools which are mostly responsible for unplanned proliferation and lowering of standards. Strict conditions for recognition should be prescribed and enforced (including a financial condition, say, collection of an endowment of Rs. one lakh or so). In backward areas, the State should take the initiative to establish secondary schools.

It would be desirable for the Standing Committee to suggest a broad policy for regulating the expansion of secondary education on the lines indicated above so that it can be adopted uniformly in all parts of the country.

#### **Vocationalization**

24. Another item of emphasis at the secondary stage is vocationalization. This is one of the major emphasis in the Fifth Plan and will rank next only to the provision of universal primary education in the age-group 6—14. It has a great significance for reducing the pressures on higher education by making school education terminal. It will also have high correlation with productivity. In this context, the following issues have become clear as a result of discussion:

- (1) The problem is as complex and difficult as it is significant. The solution is not easy and can be evolved only over the years. All that can be expected in the Fifth Plan is to make a good beginning towards it.

- (2) The present knowledge-base on the subject is very little (this is probably the weakest sector in education from this point of view). We have no data on man-power needs or employment opportunities at the middle level. The work will have to be planned and developed at local levels like the district where no machinery exists. We also do not know enough about the type of education to be provided (institution-based, industry-based, or both: full-time or part-time; etc.). The availability of trained teachers is extremely limited. The programme is costly and has to be very carefully planned because unemployment of trained specialists would be far worse than that of the generalist matriculates. It is therefore necessary to proceed cautiously and pragmatically.
- (3) One important programme of vocationalisation at this stage is teacher education. This does not present any problem. Another existing programme is that of ITIs and Polytechnics which has certain problems that need urgent attention. But even these do not cover a very large part of manpower in the industrial sector which, at present, appears to be trained through apprenticeship. This needs great attention and emphasis. Secretarial training for clerical jobs is another important avenue which has not been developed at all. The whole area of village, cottage or small scale industries needs emphasis. There is almost nothing done in the agricultural sector and the whole programme of agricultural polytechnics is to be started. The health programmes are yet another important area where absorption of much larger number is possible. All these problems will have to be looked into. Training and recruiting policies will have

to be properly coordinated. There is also considerable scope for self-employment at this level which will have to be explored and utilized.

- (4) There is need for a permanent standing machinery at the national level to look after this very important programme. It may take the form of an Advisory Committee suitably constituted to represent all interests, and a special Division under a Commissioner for Vocational Education with the necessary staff in an appropriate Ministry. There should also be provision of matching central grants to State Governments (on the lines of the Smith Hughes Act of USA) for programmes of vocational education at the secondary stage. There should also be corresponding agencies at the State level and adequate implementing machinery at the district level.
- (5) The year 1973-74 should be used for advance action, the most important part of which is the collection of data. This will have to be a continuous process. It is proposed to set up a special Division in the Institute of Applied Manpower Research for this programme. Similar machinery will have to be created at the State level.
- (6) The funds required for vocationalization at the higher secondary stage will be fairly large and will have to be provided in the plans of several ministries/departments such as education, health, agriculture, labour and employment etc.
- (7) In addition, funds on a fairly large scale will be required in the Education Plan itself. It would perhaps be desirable to make an ad-hoc provision for the programme, leaving details to be developed as the plan proceeds and better data becomes available. A sum of Rs. 10 crores has thus been included in these estimates.

### Adoption of the 10+2+3 Pattern

25. A major programme of reform at the secondary stage proposed for inclusion in the Fifth Five Year Plan is to adopt the pattern of 10+2+3 in all parts of the country before the end of the Plan period. This is significant from two points of view. Firstly, it will help to vocationalize the higher secondary stage and divert students in different walks of life. Secondly, it will also help materially in reducing pressures on higher education. However, the discussions on the problems held so far have thrown up certain problems which need careful discussion.

26. The first point to be noted is that there is now a general consensus on certain modifications in the proposed pattern. These may be summed up as follows:

- (1) The school stage should necessarily cover a period of 12 years and should preferably be divided into 10+2
- (2) At the under-graduate stage, we may have a pass course of two years and an honours course of three years. This will have several advantages. In the first place, it will not mean an addition of one year for *every* student in those States where the first degree is now obtained in a period of 14 years. It will thus reduce the cost involved very substantially. Even in the States where the B.A. degree is now obtained in a period of 15 years, this will make it possible for a large number of students to get their first degree after 14 years, and this will save considerable cost as well as time. Moreover, the introduction of the special honours courses for three years will make it possible to isolate the more competent and better motivated students from the others and help in raising standards, especially at the post-graduate



stage. Incidentally, this will make our Honours degree more comparable with the Honours degree of universities in the advanced countries.

- (3) It should be open to all students who have taken the first degree in the pass course to study privately or through correspondence courses and to appear for the first degree into honours course at any time.
- (4) Post-graduate course should cover a period of two years after the honours degree.
- (5) The research degree should take three or more years after the Master's degree. It may also be desirable to institute a degree like M.Phil., M.Litt. after M.A., M.Sc.

27 One great fear expressed has been that, in implementing the pattern, whose objective is mainly to lengthen the duration of secondary education and to transfer one year from the university to the school stage, the exact opposite may probably happen and a year may get transferred from the school stage to the university. This is a genuine fear and must be guarded against. There is no objection to the two-year stage after class X being located in institutions called junior colleges. But where they are called junior colleges as in Andhra or Kerala or intermediate colleges as in U.P. one point should be clear: They are a part of the school stage and will have to be treated as such. There is a pressure from several quarters to make these two years a part of the university and to make all conditions at this stage, including qualifications of teachers, remuneration etc. comparable to these in the universities or degree colleges. It would be disastrous to do so because the cost of the programme will increase tremendously without any adequate advantage.

28. The need of adequate preparation has also been emphasized. There is no point in making every high school a higher secondary school. The high schools to be upgraded to the higher secondary stage will have to be carefully selected and, as the Education Commission pointed out, the needs of the situation could be met if only one out of four or five secondary schools is upgraded. Curricula for classes XI and XII will have to be properly designed and teachers trained. Buildings and facilities will have to be provided sufficiently in advance. All this implies that careful preparation of one to three years is needed to adopt the new pattern. It is suggested that this preparation should be immediately initiated so that the programme can be completed by the end of the Fifth Plan as originally visualised.

29. The need to diversify the higher secondary stage which is one of the major objectives of adopting the new pattern must be highlighted. This objective will not be fulfilled if all the higher secondary schools merely become university preparatory. While realising that the process of vocationalisation would be slow in the initial stages, it is suggested that it should receive emphasis and that we should strive to divert into vocational courses about 20-30 per cent students at the higher secondary stage. The target of 50 per cent suggested by the Education Commission may be reached by the Sixth Five Year Plan.

30. If the adoption of the new pattern is carefully formulated on the lines indicated above, the cost of the programme will go down considerably. Its beneficial results will increase; and it will also be easier for implementation. This is, therefore, a major issue that needs the attention of the Standing Committee.

#### **Qualitative Improvement**

31. The problems of qualitative improvement at the secondary stage are even more important than at the elementary. These will also have to be treated as a package-

deal and will have to include the introduction of work-experience, improvement of curricula, adoption of new methods of teaching, examination reform, teacher education, improvement of supervision and provision of buildings and equipment. The utmost emphasis would have to be laid on the training of teachers. Experience has shown that the subject knowledge of a large proportion of secondary teachers is very weak because they are often required to teach subjects which they never studied at the degree stage. This situation will have to be remedied in a planned manner by prescribing appropriate qualifications for the appointment of secondary teachers, by ensuring greater co-ordination between the needs of secondary schools for teachers and the courses provided (and their output) at the university stage and by developing a large programme of correspondence education in different subjects fields for the secondary school teachers. The unfortunate part is that adequate funds could not be provided for programmes of qualitative improvement at the secondary stage. As stated earlier, the reduction in the overall allocation has been the largest at the secondary stage; and as expansion could not be cut beyond certain levels, a large part of the cut has necessarily fallen on qualitative programmes. This does cause concern and needs the attention of the Standing Committee.

#### **Informal Education**

32. It is also proposed to develop programmes of informal education at the secondary stage. Private study would be given full encouragement and all examinations conducted by the Boards of Secondary Education will be thrown open to private candidates. In addition, correspondence courses would be instituted in all Boards of Secondary Education. Encouragement will also be given to secondary schools to start part-time classes for those young persons who are required to work and cannot attend schools on a full-time basis. It is hoped that these facilities will reduce the pressures on the establishment of uneconomic and non-

viable secondary schools and, at the same time, increase the access of young persons in out of the way places to secondary education. They will also help in reducing cost of expansion programme.

#### **Allocations**

33. Out of the total allocation of Rs. 300 crores proposed for secondary education Rs. 200 crores have been set aside for programmes of expansion (Rs. 20 crores out of this have been earmarked for programmes of informal education). Rs. 60 crores have been earmarked for programmes of qualitative improvement, including the provision of buildings and equipment, Rs. 30 crores have been set aside for adoption of the new pattern of 10+2+3, and Rs. 10 crores for vocationalization.

#### **Higher Education**

34. In the original proposals, higher education was allocated Rs. 430 crores (including Rs. 20 crores for the National Service Scheme). In the new proposals, an allocation of Rs. 330 crores has been proposed (including an allocation of Rs. 20 crores for the National Service Scheme). Both the allocations are exclusive of amounts provided for in the Ministry of Agriculture (for Agricultural Universities) and Ministry of Health (for Medical Colleges). They also do not include a sum of Rs. 100 crores which we expect from the Department of Science and Technology for research within the University system (in natural and social sciences). The cut is large no doubt, but not as heavy as on secondary education.

#### **Regulation of Enrolments**

35. The basic issue here is the regulation of enrolments. It has been estimated that, if enrolments were to be allowed to go unrestricted, an allocation of about Rs. 200 to Rs. 300 crores would be needed for expansion alone, apart from other consequences. Even in the original proposals, there-

fore, a regulation of enrolments was visualized and a sum of Rs. 100 crores only was provided for expansion.

36. Fortunately, the issue has been squarely posed for the first time in any Plan paper in the Approach Document which says:

“Judged by the long-term perspective, the problem of the educated job seekers cannot be solved by operating only on the demand side. Even in the case of the skilled categories, the intake of training institutions has had to be cut back to ease the problem. In the case of generalists, this has to be done much more drastically to reduce the problem to manageable proportions. University Education must be so regulated as to conform increasingly to the likely quantum and pattern of employment opportunities for the educated youth. This will require not merely a restructuring of university education but also greater diversification and vocationalisation of secondary education to reduce the pressure for entry into institutions of higher learning. Furthermore, no regulatory measure can be justified which denies equality of educational opportunity. For promoting vertical mobility, education can be a very powerful instrument. The ineffectiveness of the present education system in this regard calls for important innovations and hard decisions.”

It is, therefore, necessary to identify that ‘important innovations’ and ‘hard decisions’ that have to be taken in higher education to regulate overall enrolments, *without* affecting the access of the underprivileged groups in higher education. This is another major issue which the Standing Committee has to consider.

37. The first concrete step to be taken from this point of view will be to control the total number of seats available in institutions of full-time instruction, whether universities or colleges. This, in its turn, will need two major steps: (a) there must be a strict control over the establishment of new universities and colleges; and (b) the number of students to be admitted to every course of department of a university or college should be strictly regulated on the basis of the facilities available.

38. In regard to the first of these programmes the following suggestions can be made:

- (1) *Universities*: Clear criteria for the establishment of new universities should be laid down and strictly followed.
- (2) *Colleges*: A careful survey of the entire country should be carried out regarding facilities for higher education. No new colleges should be permitted, especially in urban areas, where the existing facilities are already plentiful and well *above* the national or State average. The establishment of new colleges would thus be restricted, by and large, to areas which are still not provided adequately with facilities for higher education.

39. As most of the expansion in colleges takes place in the private sector, it will be necessary to control rigidly the expansion of private colleges in the Fifth Five Year Plan. This may be attempted in the following ways:

- (a) Government should assume initiative in establishing new colleges. Where the need for a new college is established, the State should come forward to establish it under its own direct auspices; and

(b) The opening of new private colleges may not be permitted at all. Unfortunately, this measure will not be feasible under the Constitution. Private colleges, therefore, will continue to come into existence and may defeat the entire purpose of controlling the number of institutions. From this point of view, the following alternative strategy is suggested:

- (i) Strict conditions should be laid down for the establishment of new colleges in monetary terms and in terms of teachers and facilities. For instance, no private college may be permitted to be established unless a fund of substantial amount is raised (say Rs. 10 lakhs) and unless the required staff is available. This should be done by central legislation which would be binding on all State Governments and universities.
- (ii) No grant-in-aid should be given to any private colleges established on or after 1st April, 1974 or the start of the Fifth Five Year Plan.\*

40. The above measure will certainly help in reducing the number of new universities and colleges that would otherwise be established in the Fifth Five Year Plan. This will have two main advantages. The first is that the overall enrolments in higher education will be controlled to some

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\*These colleges will have to maintain themselves by fees which would, therefore, be higher than in other colleges. In order that this should not adversely affect the students of scheduled castes and tribes and the first generation learners, it is suggested that full fee-grants should be given to them if they attend these institutions and satisfy the means test. In fact, there is a good case to suggest that such a policy should be adopted for all private colleges, new or old.

extent; and the existing institutions will have larger enrolments and a greater proportion of them will attain viable sizes.

41. For the second programme suggested above, it will be necessary for universities to regulate the total number of students to be admitted to a college on the basis of facilities available. This is already done in the case of science courses where objective criteria can be more easily prescribed. Similar steps will have to be taken for humanities and social sciences also. The problem here is somewhat more complex and difficult but not insoluble.

42. It may be stated that the policy adopted by the Government of India in the city of Delhi will have an important role in this scheme. If the Centre will not be able to regulate expansion of collegiate education in Delhi, it will also fail in persuading the States to regulate the expansion of colleges in their areas.

#### **Who Shall be Admitted to Full-time Courses?**

43. If the above measures are adopted, the seats available in full-time affiliated colleges will be greatly limited. The number of applicants to these will, therefore, increase and, as time passes, an increasing number of secondary school leavers will find that they cannot get admissions to full-time institutions of higher education. What are we to do with these young men? Obviously, the long-term solution of the problem lies in diversifying and vocationalizing higher secondary education, in increasing employment opportunities for the high school leavers and taking all suitable steps to reduce pressures on access to higher education. But these will take time to be effective; and the only immediate solution is to create a supplementary channel of informal higher education where admissions will be available for all who desire it. This would act as a shock-absorber and enable us to restrict the total number of seats available in full-time institutions of higher education.



44. But the problem does not end here. The important question will be: who will be compelled to go in for private study or correspondence courses? The probability is that, unless special measures are devised, it is the students from the underprivileged areas or social groups that will be thrown out of the full-time institutions in the competition for the limited admissions available and it is they that will be compelled to join the informal stream. If this were to happen, the credibility of the whole programme will be lost. The following proposals are, therefore, made to ensure that admissions to full-time institutions shall be made on the basis of social justice:

- (1) Twenty per cent of the seats in all colleges and universities will be reserved for scheduled castes and scheduled tribes. Those who fulfil the eligibility criteria shall be entitled to admission. This will ensure that the overall regulation of numbers will not affect the scheduled castes & scheduled tribes in any way. In fact they will gain over the present situation in two ways: (a) they will have greater access to higher education; and (b) they will have reserved admissions even in good institutions (which they do not have at present).
- (2) Forty per cent of the seats shall be reserved for the first generation learners and such of those as fulfil the eligibility criteria shall be deemed to be entitled to admission. This reservation will take care of another important socially deprived group.
- (3) It is only the remaining 40 per cent of the seats that will be available to the rest of the aspirants on the basis of merit. (Seats reserved but unfilled under (1) and (2) above shall also be added to this category and filled on the basis of merit). Those who do not get admis-

sion under this clause will have the option of private study or correspondence education.\*

45. The net result of the above proposals will be that the effect of the squeeze on the enrolments in higher education will be felt only by the urban middle and upper classes who now have a lion's share in the enrolments in higher education. The rural areas, the first generation learners, the scheduled castes and scheduled tribes will not only not feel any pinch on their present level of access to higher education, but may even have better access than at any time in the past.

#### **Other Measures**

46. What has been discussed above are educational measures to regulate enrolments in higher education. They will be more effective if supplemented by other socio-economic measures which would reduce the pressures on access to higher education. For instance, these would include: a change in recruitment policies to select personnel required for Class I and Class II Services of the Central and State Governments (and corresponding categories in the public sector) at the end of the higher secondary stage rather than at the end of the first degree; the fixing of upper age limits for recruitment to clerical and other similar services in such a manner as to ensure that it is only the secondary school leavers that would become eligible; the reduction of the existing wide gap in the remuneration of secondary school leavers and college graduates etc. These also need simultaneous attention.

47. These issues of reducing pressures on the access to higher education and regulating overall enrolments at the university stage simultaneously with increasing equality of

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\*While admitting students under this category, it would be desirable to give special preference to those students who have worked for a period of not less than a year in any social enterprise after completing their secondary school.

educational opportunity and providing greater access to the weaker sections of the community to higher education are extremely important. The Standing Committee is requested to discuss them in detail and suggest guidelines of action to the Central and State Governments.

#### **Postgraduate Education and Research**

48. Postgraduate education and research are extremely significant, not only for improving standards at all other stages of education but also for development of such key sectors as agriculture, industry or health. It is, therefore, proposed to highlight them in the Fifth Five-Year Plan.

49. Post-graduate education will be developed, by and large, in the universities or in the university centres. Outstanding colleges which have the necessary resources and leadership may also be assisted to provide facilities for post-graduate education.

50. A more intensive effort will be made to develop research in the university system and to bring about a symbiotic combination of teaching and research at all levels and especially at the postgraduate stage. The scheme of Centres of Advanced Study will be reviewed and strengthened. A few research institutes would be established in different regions of the country and assisted to develop their programmes in significant and relevant areas and to work in close collaboration with the university system. Increased funds will be made available to the Indian Council of Social Science Research and the Indian Council of Historical Research whose tempo of activities is proposed to be strengthened to a considerable extent. Proposals to establish National Councils for Mathematical and Philosophical Sciences are also under examination. Funds will be earmarked for development of research in significant areas, such as child development, education, and problems of minorities and weaker sections like the Scheduled Castes and Scheduled Tribes. Special efforts will be made to develop research on social aspects of science.

51. It has been assumed that a sum of Rs. 100 crores will be available from the funds of the Science and Technology Plan for development of research within the universities, IITs and research institutes working in close collaboration with the university system. Of this amount, a sum of Rs. 25 crores will be earmarked for IITs, Rs. 60 crores will be earmarked for the university system and Rs. 15 crores will be earmarked for National Councils for supporting research in different fields.

52. The programmes of qualitative improvement at the university stage as proposed in the original document have been retained almost unchanged. The emphasis, as in the original proposals, would be on the development of affiliated colleges, and specially of autonomous institutions. The responsibility for these programmes would be mainly on the University Grants Commission for which an allocation of Rs. 250 crores has been proposed. The Commission finds that this allocation is extremely inadequate and has asked for a much larger allocation. It has obviously a good case; but the overall limitations of resources leave only a limited scope for manoeuvrability. The Standing Committee may, however, consider this issue and suggest what additional allocation, if any, should be made available to the University Grants Commission and how.

#### **National Service Scheme**

53. A small beginning towards the introduction of National Service Scheme was made in the Fourth Plan with an allocation of Rs. 5 crores. The scheme has taken roots and a favourable response has emerged. There has been a proposal that we should make National Service compulsory for all students. The limitation of financial resources rules out so large a programme. What is now proposed is an allocation of Rs. 20 crores as against Rs. 5 crores made in the Fourth Five-Year Plan. Opinions have been divided on this issue. Some feel that this is too inadequate and

that it should be increased considerably so that every student who does not join the NCC is necessarily required to join the National Service Programme. Others are of the view that it would not be desirable to expand the programme with undue haste and that a provision of about Rs. 10 crores, double that of the Fourth Five-Year Plan, would be adequate. This is a matter on which guidance is requested from the Standing Committee.

### **Informal Education**

54. The need to expand informal education at the university stage is extremely urgent, especially as it is proposed to control the enrolment in institutions of full-time instruction. From this point of view, the following measures are proposed to be taken:

- (1) It would be open to all private candidates to appear privately at all university examinations;
- (2) An Open University would be established at the national level by an Act of Parliament and will have jurisdiction all over India; and
- (3) Correspondence Courses will be made available in at least one university in every State.

It is proposed to develop extra-mural programmes of adult education in the universities. A sum of Rs. 3 crores has been earmarked for the purpose and will be placed at the disposal of the UGC. It has, however, been shown under the adult education sector.

### **Youth Welfare, Physical Education, Games and Sports**

55. A far greater emphasis is proposed to be placed on programmes of youth welfare, physical education, games and sports. A Nehru Yuvak Kendra will be established in

every district. Some of their programmes will directly benefit the youth and the others will benefit the community through the leadership of youth. These will include:

- (a) Informal education for all categories of youth in the age group of 15—25 including out-of-school youth; youth participation in removal of illiteracy, organisation of adult education programmes, establishment of science museum, library services and hobby workshops for science;
- (b) Organisation of competitive sports and games, and physical education, search for talent in rural areas in cooperation with the authorities responsible for sports at the district and State levels including voluntary organisations;
- (c) Programmes of social and community service involving both the students as well as non-student youth; and
- (d) Cultural activities through participation in performing arts, community singing, theatre and other activities conducive to promote national integration.

56. The other important programmes included in this sector are:

- (a) Reception Centres in the three metropolitan cities; promotion of adventure facilities and mountaineering including development of camping sites; promotion of national integration among children of school going age; grants to State Sports Councils; establishment of a National Sport Complex at New Delhi; Sports talent scholarships and establishment of special schools for sports; national sports organisation for the university stage; rural sports competitions; and the Bhariyam programme.

57. The total allocation proposed for this sector is Rs. 40 crores.

### **Informal Education**

58. One of the major weaknesses in the existing system of education is that it places an almost exclusive emphasis on the formal full-time system of instruction. This leads to three major weaknesses. Firstly the education system is availed of only by the non-working population, whether children, youth or adults. This restricts its use to the well-to-do sections of the society and a link is established between education and privilege. Secondly, it is not possible to move towards a system in which opportunities for continuing education are provided throughout the life of an individual. Thirdly, the cost of education, both recurring and non-recurring, becomes very large and goes beyond the resources of a developing country like ours. It is, therefore, necessary to create a new and integrated form of a national education system in which all the three channels of instruction—full-time institutional, part-time institutional, non-institutional self study—would be properly developed at all stages and for all sections of society. This is one of the major programmes of educational reconstruction to be implemented in the Fifth Five-Year Plan.

59. The details of the programmes of informal education proposed to be developed at each stage have already been mentioned in the appropriate context.

### **Technical Education**

60. The principal emphasis in the programme of technical education would be on consolidation and qualitative improvement. However, at the middle level, there would be additional emphasis on expansion and diversification.

61. In the original proposals, a sum of Rs. 200 crores was provided for technical education. In the final proposals, it has been reduced only to Rs. 180 crores.

62. The task force on technical education has recommended that Industry, which utilised the highly skilled manpower and research developed in engineering institutions should make a reasonable contribution for their support. This is a very important recommendation which has to be pursued. It is felt that a sum of about Rs. 15 crores may be expected from Industry. To that extent, the allocation for the development of technical education will go up.

### **Scholarships**

63. The allocation for scholarships in the Fourth Five Year Plan was Rs. 15 crores. In the original proposals, a sum of Rs. 207 crores was provided for this sector because of the policy to provide equality of educational opportunity to the under-privileged social groups. The main proposals visualised in this context were the following:

- (1) Continuance of the loan scholarships in higher education at their present level (20,000 fresh awards a year);
- (2) Increase of the national scholarships in higher education to 40,000 fresh awards every year (as against 10,000 fresh awards a year made at present);
- (3) Provision of scholarships to 25 per cent of the students admitted to all public and other approved secondary schools;
- (4) Doubling the number of scholarships for talented students from rural areas (from two fresh awards to be made every year in each community development block to four awards per year in each Community Development Block).
- (5) Award of full maintenance scholarships to 25 per cent of the students admitted to 400 model secondary schools (each with a strength of 2000 students); and



- (6) Award of full maintenance scholarships to 25 per cent of students admitted to 5000 model primary schools, one in each community development block, with a strength of 300 students each.

Owing to the constraint of resources, this programme had to be curtailed and in the revised estimates an allocation of Rs. 90 crores only has been made. The scholarships provided in the model secondary and primary schools now stands at Rs. 20 crores only. As will be explained in a later section, this programme has been reduced in scale and also phased out for financial reasons. The principle of providing equality of educational opportunity to the under-privileged social groups is however so important that, even in the revised proposals, it has been assumed that 25 per cent of the actual enrolment will be reserved for the weakest social groups, including scheduled castes and scheduled tribes, and that they will be provided with hostels and adequate maintenance scholarships.

### **Language Development**

64. The programmes of language development are of great significance. The allocation made for them in the original proposals was Rs. 50 crores. This has been reduced to Rs. 40 crores in the revised proposals.

65. Among the programmes proposed to be included in the Fifth Five Year Plan, the following may be mentioned:

- (1) *Development and Propagation of Hindi*: This is a Central responsibility. The programmes proposed to be developed for discharging it include: assistance to non-Hindi speaking States for appointment of Hindi teachers; expansion and further development of the schemes of the Central Hindi Directorate; Award of scholarships for the study of Hindi

at the post-matric level in non-Hindi speaking States; establishment of Hindi Teachers Training Institutions; further development of Kendriya Hindi Shikshana Mandal, Agra; Award of prizes to Hindi Writers in non-Hindi Speaking States; Grants-in-aid to Hindi medium colleges and schools and schools in non-Hindi Speaking States; and propagation of Hindi abroad.

- (2) *Development of National Languages included in Schedule VIII of the Constitution:* The State Governments will be requested to intensify their efforts for the development of their regional languages. A proposal to initiate a scheme of matching Central grants to the States for these efforts is under consideration. It is also proposed to pay to the State Governments the balance of the grant-in-aid which was promised to them in the Fourth Plan for production of University-level text-books in the Indian languages. The Centre will also continue to take special interest and provide special support to Urdu and Sindhi which are not the regional languages in any State.
- (3) *Development of Sanskrit:* The Central efforts to promote the development of Sanskrit will be continued. Besides, the State Governments would also be encouraged, through assistance in the form of matching grants, to promote the study of Sanskrit in their areas.
- (4) *Other Proposals:* A major effort is also proposed to be made to develop (a) the Central Institute of English and Foreign Languages, Hyderabad, and (b) the Central Institute of Indian Languages, Mysore.

### **Book Promotion**

66. The programmes of book development are proposed to be given a high priority. In the Fourth Five Year Plan, a sum of Rs. 4 crores only was provided for these programmes. In the original proposals for the Fifth Plan, a sum of Rs. 20 crores was provided for book development. This allocation has been retained unchanged in the revised proposals also.

67. The programmes proposed to be developed include research on important problems connected with book development; a planned effort to boost export of Indian Books; establishment of a National Guild of authors; further development of the National Book Trust; improvement of school text-books and assisting State Governments to establish Text-Books Printing Presses; and the strengthening of the National Book Development Board.

### **Academic Inputs**

68. In all the earlier plans, the essential academic inputs such as revision of curricula, adoption of new methods of teaching examination reform, improvement of textbooks, teacher education (both pre-service and in-service), encouragement to experimentation and innovation, use of modern educational technology (including mass media), improved supervision and development of closer ties between the school and the community have generally received inadequate attention. In the Fifth Five Year Plan, it is proposed that they should receive great emphasis and close attention. The funds needed for them would generally be limited and these are proposed to be provided on a priority basis. These measures would form the core of the programme of qualitative improvement proposed to be taken up.

69. For the development of these programmes the following steps will be taken:

- (1) Creating an adequate implementing machinery in the U.G.C.

- (2) Strengthening the extension programmes of the NCERT so that it is able to provide better services to the State Governments, State Education Departments and the State Institutes of Education for improvement of curricula, methods of teaching and evaluation, textbooks and teacher education.
- (3) The National Staff College for Educational Planners and Administrators which has recently been established will develop major programmes for training of officers of the State Education Departments and key level personnel concerned with educational planning and administration. It will also develop a major programme for training District Education Officers.
- (4) An All-India Council of Teacher Education has been established. The State Governments are requested to establish State Boards of Education. These organisations will provide the necessary leadership in expanding and improving programmes of education, both pre-service and in-service.
- (5) School building development groups will be established at the National and State Level.
- (6) The inspecting machinery in the States would be strengthened. In particular, the district level machinery will be substantially strengthened with a view to assuming responsibility for effective implementation of all programmes of educational development within the district.
- (7) Programmes of modern technology, including the use of mass media will be developed in close collaboration with the Ministry of Information & Broadcasting.

- (8) The cooperation of the teachers will be sought and the teachers' organisations would be actively involved in planning and implementing programmes of qualitative improvement at all stages and in all sectors.
- (9) The programme of forming school complexes recommended by the Education Commission will be spread to all parts of the country. Under this programme, a group of primary schools in a neighbourhood will be linked to a central middle school, a group of middle schools will be linked to a secondary school, and a group of secondary schools will be linked to a central college so that educational institutions within a locality can form a viable group for providing common services and for mutual support in academic development.
- (10) Special efforts will be made to bring the schools closer to the communities they serve through programmes of mutual service and support.
- (11) The R & D effort in education is, at present, extremely limited. This will be considerably expanded by promoting research, experimentation and innovation at all stages and in all sectors.

70. The financial allocations required for these programmes of academic inputs have been provided in the respective sectors themselves.

### **Improvement of Selected Schools**

71. In order that the programmes of qualitative improvement may gather momentum, it is proposed to take action on the following lines:

- (1) An attempt will be made to improve every educational institution and to bring it at least

upto the minimum standards required through institutional planning supported by resources from the local community and grants-in-aid from the State.

- (2) Educational institutions would be encouraged to compete with each other in raising standards and in trying out innovations and experiments. Guidance and assistance from the State will be available, in an appropriate form, to such institutions as come forward to participate in this programme. By the end of the Fifth Five Year Plan, it is hoped that a majority of the institutions would be participating in the programme and that at least 10 per cent of them would be improved to optimum standards.
- (3) A few pace-setting institutions would be set up under Central programme in all parts of the country both at the elementary and secondary stages to spearhead and guide the entire programme.

72. The scheme of Model Elementary and Secondary Schools was included in the original proposals under (3) above. In the course of the subsequent discussions, it has been considerably modified. The final form in which the scheme has now emerged is briefly described below.

- (1) *Name:* The name of these schools—Model Schools—is proposed to be dropped, mainly because it creates an elitist impression. These schools were never meant to be elitist. On the other hand, their primary purpose was to provide equality of educational opportunity to the most under-privileged sections of society and to make good education available at least to the talented children from these communities. These schools

would now be called "Community Schools" to emphasise their experimental and innovative character, their linkage with local community life and the fact that they are meant principally to improve the quality of education for the masses of the people.

(2) *Special Features:* As has been always insisted upon right from the beginning, these schools will have three special features:

*First:* They will be 'demonstration' or 'experimental' schools in the sense that they will try out the new approaches to educational development which are proposed to be promoted in the Fifth Five Year Plan.

*Second:* These will also act as 'extension centres' to schools in the neighbourhood and help them to improve themselves through provision of extension services to their students and teachers and sharing of common facilities.

*Third:* They will also be centres which will strive to provide good education to talented children from the weaker sections of the community including Scheduled Castes and Scheduled Tribes. For this purpose, they will all be provided with adequate hostel facilities and 25 per cent of their students, selected exclusively from the weaker sections of the community shall be given adequate scholarships to cover all their maintenance costs.

(3) *Administration:* All these schools would be under the auspices of a national autonomous organisation which will function through three main organs:

- (a) *National Council*: This will be responsible for overall coordination and will lay down broad general policy. The Union Education Minister will be the Chairman. All State Education Ministers and some educationists nominated by the Central Government will be the Members.
- (b) *State Management Committees*: The administrative control of the schools in each State shall vest in the State Management Committee of which the State Education Minister will be the Chairman and the Director of Education the Member-Secretary.
- (c) *Local Advisory Committees*: Each Model School will have a local Advisory Committee constituted by the State Management Committee concerned.

The staff of the Community Schools will not be transferred outside the home State except with the consent of the person concerned and with the permission of the Chairman of the State Management Committee. Deputations can, however, be made under the usual deputation rules.

- (4) The curriculum to be followed will be developed by the NCERT. Till such time as the curriculum is developed and approved, the curriculum followed in the Central Schools with suitable modifications will be followed. There would be general education up to class X. In classes XI and XII, there would be different streams, with adequate arrangements for transferability of credits.



(5) *Medium of Instruction:* The medium of instruction will be the mother tongue at the primary stage. At the secondary stage, the medium of instruction will be the State language. As regards teaching of languages, the policy of the respective States will be followed. There will be provision for teaching additional languages, including classical languages and modern world languages and, where feasible, other modern Indian languages.

(6) *Other Programmes:* (a) The Community Schools will be utilized for teacher training, adult literacy, out-of-school education, continuing education and for carrying the message of science to the surrounding population.

(b) It is proposed to attach a science museum and mobile science laboratory to each school.

(c) A youth centre and cultural museum will also be attached to the school.

(d) These programmes will be financed from the funds provided under respective plan schemes for science education, teacher training, youth services, cultural activities, adult literacy, etc. They will be under full time staff under the general directions of the Principal of the School.

73. For financial reasons, the programme of establishing these community centres will be phased. The number of comprehensive secondary schools is retained at the original target of one per district. But the number of primary schools has been reduced to 1,000. One-fifth of these schools are proposed to be started in each year of the Plan. Every school will begin with the lowest class and will continue to add a subsequent class every year till it becomes a full-fledged institution.

74. An allocation of Rs. 30 crores for the community primary schools and another Rs. 30 crores for the community secondary schools has been provided under their respective sectors. This is exclusive of a sum of Rs. 20 crores provided for scholarships to 25 per cent of their students who would come exclusively from the weakest sections of the community, including Scheduled Castes and Scheduled Tribes.

### **Implementation**

75. It has generally been recognised that failure to implement has been one of the major weaknesses of our educational plans. In the Fifth Five Year Plan, therefore, the highest emphasis is proposed to be placed on proper implementation. Some of the important measures that are proposed to be taken from this point of view have been indicated below.

- (1) The year 1973-74 will be intensively utilised for the necessary advance action. It is proposed to initiate the third educational survey so that its principal findings will be available by the end of the year. The National Staff College for Educational Planners and Administrators would have started functioning and initiated its programmes of training and research. The N.C.E.R.T. and State Institutes of Education would be adequately strengthened to shoulder their responsibilities in the Fifth Plan. Programmes of teachers' education would have been formulated, for the different areas, by the All India Council of Teacher Education and the State Board of Teachers' Education. Detailed programmes of curriculum development, examination reforms, adoption of educational technology (including mass-media), better supervision and inspection, and harnessing of community support would also be formulated and launched. The initial spade work for the

major programmes of reforms proposed to be introduced in higher education will also be completed by the University Grants Commission.

- (2) A more effective use would be made of the Central Advisory Board of Education. A number of Standing Committees of the Board would be constituted (a separate committee for each important programme) and these would meet in between the meetings of the Board to review the programmes entrusted to them. The Standing Committee of the Board would meet quarterly to review the programmes. An adequate machinery would be created to service these expanded activities of the Board.
- (3) The State Governments would be requested to set up Advisory Boards on the lines of the C.A.B.E with an adequate machinery for servicing. Each State Board would review its own programmes and these would, in their turn, be available to the C.A.B.E.
- (4) The Conference of Education Secretaries and Directors of Education would be held twice a year for exchange of experiences and review of programmes. Similarly Conferences of the State Institutes of Education would be organised by the N.C.E.R.T.
- (5) As stated earlier, special machinery will be created at the Centre, State and district levels, to look after the programme of elementary education which receives an allocation of half the plan.
- (6) An appropriate machinery for vocationalisation of secondary education—another important programme—will also be created at the Centre, State and the district levels.

- (7) It is proposed to improve radically the existing machinery for collection of statistics and information as recommended by the Task Force of the Planning Commission (Please see Appendix I). From this point of view, a Bureau of Educational Statistics and Information is proposed to be set up in the Ministry of Education and Social Welfare. The units for collecting such data in the NCERT, University Grants Commission and the National Staff College for Educational Planners and Administrators would be adequately strengthened. Taken together, these units would be able to provide all the essential statistics and information promptly and in adequate detail. To help in the process, the State and District level counterparts of this machinery will be appropriately strengthened.
- (8) An Evaluation Organisation will also be set up in the Ministry of Education and Social Welfare so that the programmes undertaken would be reviewed from time to time and prompt adequate measures taken to ensure their satisfactory progress.
- (9) Wide publicity would be arranged for the programmes of educational development included in the plan. This will cover one or more publications issued at the national level explaining the different aspects of the plan and its programmes. Publications will also be issued at the State-level giving details of the plan for the State and the districts. In addition, there will be publications meant for the districts. In addition, there will be publications meant for individual institutions of different categories. Cooperation of the public and the local communities will be sought for the vigorous implementation of the programmes.

- (10) Steps will be taken to involve the teachers and their organisations in planning and implementing programmes of educational development.
- (11) The administrative machinery in the Ministry of Education and Social Welfare would be suitably strengthened. Correspondingly the administrative machinery in the State Education Departments would also be appropriately strengthened. The District machinery also would be streamlined and strengthened.
- (12) Intensive efforts would be made to spread education among the weaker sections of the community including Scheduled Castes and Scheduled Tribes. Similar efforts will also be made to spread education amongst the girls.

### Cultural Programmes

76. In the original proposals, an allocation of Rs. 120 crores was proposed for programmes of cultural development excluding a sum of Rs. 20 crores provided in the Education Plan itself. In view of the constraint of resources, the provision of Rs. 20 crores made in the Education Plan has been deleted and the allocation of the Culture Plan (Details in Appendix II) has been reduced to 60 crores. The tentative break up is as follows:

	(Rs. in crores)
1. Archaeology	15.9
2. Libraries	15.0
3. Art & Culture	14.5
4. Museums & Art Galleries (inclusive of Rs. 75 lakhs for the Museum of Man proposed to be established).	8.0
5. Archive	4.7
6. Anthropological Survey of India	1.0
7. Gazetteers	0.9
TOTAL	Rs. 60.0 crores.

**Overall Allocations**

77. The overall allocations for Educational Plan have been summarized in the following table for convenience of reference:

	Original Allocation	Revised Allocation
	Rs. (in crores)	Rs. (in crores)
1. Pre-School Education	25	20
2. Elementary Education	1575	1080
3. Secondary Education	600	300
4. Higher Education	430	330
5. Youth Welfare, Physical Education, Games and Sports	30	40
6. Technical Education	200	180
7. Scholarships	207	90
8. Language Development	50	40
9. Book Promotion	20	20
10. Adult Education	10	40
11. Other Programmes	53	..
12. Cultural Development	120	60
<b>TOTAL</b>	<b>3320</b>	<b>2200</b>

N.B. (1) : The outlay of Rs. 430 crores on higher education in the original proposals includes Rs. 400 crores for higher education and Rs. 30 crores for national service scheme, originally shown under Youth Services. In the revised allocation, the total outlay of Rs. 330 crores includes Rs. 300 crores for higher education, Rs. 20 crores for the national service scheme and Rs. 10 crores for research outside the U.G.C.

N.B. (2) : Out of the allocation of Rs. 40 crores made for adult education, a sum of Rs. 3 crores has been earmarked for extra-mural programmes in universities and will be added to the University Grants Commission allocation.

**H.B. (3):** The outlay of Rs. 53 crores in the original proposals on 'Other Programmes' included a separate amount of Rs. 20 crores for cultural programmes through educational institutions and Rs. 33 crores for administration. The separate provision for cultural programmes has been dropped on financial grounds; but a cultural component has been built into the educational programmes at different levels and the necessary financial allocation has been included under the respective programmes of qualitative improvement. The outlay on administration has been increased to Es. 40 crores but it is shown under the corresponding sectors and not separately.

78. It has not yet been possible to break up the total outlay into Central and State sectors.

**PLANNING COMMISSION**

*(Education Division)*

**Minutes of the Expert Committee on Educational Statistics—  
Summary Record**

The meeting of the Expert Committee on Educational Statistics was held in the Planning Commission on March 14, 1973 under the Chairmanship of Shri J. P. Naik, Adviser (Education), Ministry of Education and Social Welfare.

Major conclusions have been reproduced below:

1. The existing arrangements for the collection, compilation and publication of educational statistics are unsatisfactory. The delays that occur render most of the statistics practically useless for planning purposes; the statistics that are collected do not provide sufficient information which can be used for formulating realistic educational programmes for implementation; a meaningful analysis of even the information that is collected is seldom undertaken; and the way these are compiled leads to a large margin of error in educational statistics.

2. A major reason for the delay in compiling and publishing the educational statistics is the large number of items on which information is collected on a census basis from a very large number of institutions/organisations, most of whom do not possess the necessary equipment and competence. Since much of the information now being collected is seldom used, it seems necessary that the forms under which information is collected, are simplified, particularly from the point of view of restricting the items on which statistics are collected to those which are essential and relevant for policy and programme formulation.



3. It was agreed that the educational statistics collected should, generally, be of the following three types:

- (a) *Minimum data to be collected on Census basis:*  
The information would be collected annually from each institution; among others, these will include class-wise and sex-wise distribution of enrolments, trained and untrained teachers; educational expenditure by specific items and from various sources etc. There should be a single reference date for this information.
- (b) *Selected Statistics:* The statistical information which should be collected annually on the basis of surveys.
- (c) *Periodical Theme Oriented Studies:* These will attempt to collect information on specific problems, particularly those which have implications for the formulation of education development plans.

4. The forms on which the Ministry of Education collects statistics will need to be carefully scrutinised so as to determine the essential items on which information should be collected annually, either on a census basis or on the basis of an annual survey. Information on the basis of the revised forms should be collected from the first year of the Fifth Five Year Plan. Meanwhile, the last year of the Fourth Plan will have to be utilised for preparatory work, such as, the revision of the existing forms, training of personnel, publication of the new forms etc.

5. As for organisational arrangement for collection of educational statistics it was agreed:

- (a) that the existing system of collecting statistics from the block should be done away with and the district should be regarded as the basic unit

for the collection and compilation of educational statistics in respect of primary and middle schools; because of their manageable number, it should be possible to strengthen the district level machinery for educational statistics;

- (b) that at the State level, the statistical offices, which will need to be adequately equipped, should collect statistics from all institutions except elementary schools and colleges;
- (c) that the University Grants Commission should be responsible for the statistics and other information from and about colleges and universities, the information should be made available to the State in respect of the institutions located there; and
- (d) that at the national level the arrangements for compilation of educational statistics would be as under:
  - (i) the Ministry of Education will develop a fully equipped Bureau of Educational Statistics and Information which apart from consolidation of statistics received from the States, U.G.C. and other organisations, will function as a clearing house for educational information;
  - (ii) the N.C.E.R.T. will be responsible for compiling information about the various aspects of school education, such as, curricula prescribed in the States, examination results, training of teachers etc; most of this information will be collected through annual and periodic surveys; and

- (iii) the National Staff College will compile information in respect of various aspects of educational administration. Each of the three units at the national level, will develop a strong documentation section with facilities for the translation of information received in different regional languages.

6. The backlog in educational statistics must be cleared on a priority basis. A time bound programme must be chalked out and an earnest effort made to clear the backlog before the introduction of the new forms. For this purpose the Ministry of Education may, among other things, consider setting up of a temporary unit for clearing the arrears and sending teams of officers to the States for an on-the-spot finalisation of the data in collaboration with State Officers.

7. Because of its obvious advantages, an effort should be made to computerise the collection, compilation and consolidation of data. However, before this is undertaken on a large scale, experimental projects of computerising the existing data may be launched in Delhi and in other rural districts, with a view to determining whether the additional cost involved would result in commensurate gain.

8. An Advisory Committee on Educational Statistics, consisting among others, of the representatives from the Central Statistical Organisation, the Planning Commission, the Ministry of Education and Social Welfare, the U.G.C. and the States should be set up for the purpose of laying down the overall policy regarding the type of educational statistics that should be collected and the necessary steps that will need to be taken. This Committee may also determine the problems which need to be surveyed from time to time.

9. After the forms have been revised, a meeting of the State Statistical Officers may be called and their reaction obtained. Apart from helping in modifying the forms, this meeting will provide a means of informing the State Officers of the programme contemplated to be implemented.

## Appendix II

### CULTURE IN THE FIFTH PLAN

At the meeting held on September 18—19, 1972 the Central Advisory Board of Education had considered a paper on the development of culture in the Fifth Five Year Plan.

It was agreed by all present that the development of culture is a matter of the highest importance and it is necessary to make all efforts to sustain the distinctive feature of the Indian cultural patterns. Later, in the course of a reply to the debate in the Lok Sabha, Education Minister had spoken of this pattern which has grown out of many streams and a "pattern of cultural synthesis which is almost unique, which has a tradition of tolerance and large-heartedness, which is so characteristic of the Indian people, which at times gives the impression of syncretism and eclecticism, but which, nevertheless, has a higher dialectical logic to weld it into a basic unity while retaining its diversity which we all wish to preserve because it lends so much colour to it." In the course of the same intervention in the Lok Sabha, Education Minister had said that this culture "has to be preserved, this has to be developed. We cannot afford an attitude towards culture which is only past-oriented. We must see that our culture rooted in the past blossoms out to solve the needs of the masses of our people for the future. We cannot afford the luxury of having two cultures—one science culture and the other a culture of non-science. The two have to be welded in accordance with the particular genius of the Indian people with the new technique which has been evolved by the Indian people to absorb new ideas and to keep the windows open as Gandhiji said, but not to

be swept away by the winds which come through these windows. Therefore, a cultural policy has to be evolved. It cannot be dictated to by a group of us."

Governmental action in this field, therefore, has necessarily to be cautious, limited and yet pervasive. In the first four Five Year Plans, Government was of the view that there was no need for a separate theme and programme for cultural development, although it recognised that there was a cultural component in all sectors of planning including economic and industrial development. In the field of education, also, although the Education Commission had drawn special attention to the need for a greater emphasis on the cultural content of education, no separate schemes were evolved within the framework of the educational Plan. The cultural programmes mentioned in the Fourth Five Year Plan were limited to the developmental activities of some special types of cultural institutions in the field of archaeology, museums, archives, libraries and the institutions of the arts.

In the Fifth Five Year Plan, for the first time, the Planning Commission appointed a Task Force on Culture to take an over-all view of the programmes which were being evolved in different sectors, particularly those in the fields of information and broadcasting, mass media, tourism, social welfare. In pursuance of the decisions of the Central Advisory Board of Education's meeting the Department of Culture also set up its working groups for surveying and evolving plans in the field of culture and education, library development, gazetteers, archives, museums and art galleries, archaeology and the development of the creative arts. As a result of the work of the Working Groups and of the Task Force appointed by the Planning Commission, an overall programme of cultural activities can be evolved. The thinking of all concerned has been that the cultural dimension of all activities should be recognised. National planning

must take cognisance of the need for giving due importance to educational and cultural factors which contribute in the development and growth of a healthy society.

The course of action suggested may be conceived on two levels:

- (1) The evolution of a coordination machinery at the Central level which would be able to take a comprehensive and overall view of cultural action or the cultural component of all development programmes, specially in the fields of information, broadcasting, mass media, tourism, social welfare, agriculture, and the welfare of industrial workers.
- (2) The evolution of a machinery of coordination and of setting down guidelines for the cultural content of education at different levels.

For both these levels of action there would have to be a close liaison between the Centre and the States and between the Department of Culture and other administrative units both in the field of education and outside the field of education.

Besides these two levels, there is the third level of governmental action which is concerned with directly administering institutions in the field of archaeology, archives, libraries, gazetteers, museums, art galleries and institutions of the creative arts.

While the first two levels would not require additional financial resources from the allocations made for the Department of Culture, it would require the setting up of a well-conceived machinery of liaison and dialogue between regions and amongst different fields.

In the field of education it has been recommended that certain correctives are necessary. These correctives can be brought about by the introduction of a larger cultural content specially at the primary school and secondary school levels. Also in keeping with the overall objectives mentioned above programmes which would inculcate a spirit of inquiry, a scientific attitude to life should be introduced in the whole fabric of education. In the paper relating to education, there is a reference to the programme which would be introduced within the framework of elementary, primary, secondary education which will lay greater emphasis on programmes of cultural development and their integration with those of education. The cultural components of schemes relating to the diversification of education of the programme of qualitative improvement, of vocationalisation, etc. will all have to take cognisance of the cultural component. This will be of vital importance in the implementation of schemes relating to informal education. In the field of higher education, it is hoped that there will be establishment of many more departments of research in the diverse fields of culture in the university system. In the Fifth Five Year Plan, there will be a far greater emphasis on programmes of youth welfare, physical education, games and sports. An important part of the activities relating to the Nehru Yuvak Kendras will be cultural activities which will promote initiative, creativity and will provide a milieu for participative activity in the fields of the performing, the plastic and the literary arts. The Central Advisory Board of Education may like to appoint a committee to look at the cultural component of all these sectors of education, so that an underlying unity is preserved.

The Department of Culture could prepare models and provide the essential expertise necessary for putting in the necessary inputs in the framework of formal and informal education.



In addition to this larger concept of culture which must permeate all other sectors of living and all levels of education, there is the sector of institutions which have been identified as cultural institutions and those which are directly administered by the Department of Culture. The schemes included in the following pages relate only to this last sector which is directly administered by the Department of Culture. However, these schemes do not total up to a Cultural Plan which must take cognisance of the cultural activities in different sectors and in different levels of education. The physical targets and financial targets of the other sectors relating to other administrative Ministries and of education relating to the different levels of education and different types of education, both formal and informal, will be built into schemes relating to those particular fields. The schemes outlined below relate only to schemes of archaeology, archives, libraries, expertise, museums and art galleries, Akademies, cultural institutions and the Anthropological Survey of India. The Central Advisory Board of Education may comment on the objectives and the programmes included in the paper. The coordination of Central and State Plans will also be necessary, with reference to schemes in these particular sectors.

### **Archaeology**

The primary objective of the Survey is the preservation of the country's cultural heritage. Connected with this is the urgent necessity of the development of our monuments for promoting cultural tourism. Security for monuments and museums has also assumed great importance and is, therefore, an equally important objective. The second important function of the Survey relates to archaeological research and training with such ancillary subjects such as documentation of sculptures. The latter has become all the more necessary in view of the thefts and smuggling of sculptures in the recent past.

All the schemes relating to the Archaeological Survey of India included in the Fourth Five Year Plan are to be continued in the Fifth Plan except for two schemes, *viz.*, (i) special repairs to Jama Masjid, and (ii) Preparation of Archaeological Atlas. A number of new schemes are proposed to be included in the Fifth Five Year Plan. Some of the important schemes are listed below:

1. Preservation of cultural heritage of India, including security arrangements.
2. Development of monuments, including improvements to their environments.
3. Research and training (including Cultural Exchange).
4. Documentation of monuments, sites, sculptures, photo-negatives and drawings.
5. Publications (including preparation of national catalogue of monuments).
6. Setting up of Archaeological museums and sculpture-galleries, including re-organising galleries in the existing museums.
7. Promotion of archaeological studies in Universities and other research institutions.
8. Implementation machinery including buildings and equipments—Construction of office buildings and staff quarters.
9. Enforcement of legislation on antiquities and art treasures.

The Fifth Five Year Plan also aims at streamlining the working of the Archaeological Survey of India and the State Departments of Archaeology and expansion of their activities

in preservation of cultural heritage of India. The role of the Survey should not be confined to the Archaeology of a bygone age but they should also take care of the archaeology of the recent past. There have been some glaring lacunae in the development of archaeology in the current period, such as under-water archaeology, air reconnaissance of the inaccessible areas as in Rajasthan, and study of archaeology of countries of South East Asia, Central Asia, Western Asia and Africa with which our country has close associations in the past. Proper attention may be given to these fields in the Fifth Plan. Centres of advanced study for archaeology may be set up in universities. Archaeology may also be introduced as a subject for study and examination in the universities. Architectural archaeology could be introduced at the Indian Institutes of Technology and Archaeology may be made one of the subjects for examination in the Public Service Commission.

### **State Sector**

Besides Central schemes, there will also be State schemes so that the Central effort is reinforced with efforts at the regional and the State level. The emphasis in the State schemes has been laid on preservation of cultural heritage, documentation of monuments, sites, sculptures, etc., research activity, dissemination of knowledge and setting up of sculpture galleries.

The financial outlay proposed for the field of archaeology is Rs. 1590 lakhs with Rs. 1175 lakhs in the Central sector and Rs. 415 lakhs in the State sector.

### **Anthropology**

The main emphasis of the Fifth Five-Year Plan will be to consolidate the achievements made during the Fourth Plan. However, since the scientific manpower of the Survey

is not adequate to meet all the research commitments particularly those taken up during the Fourth Plan, the Fifth Plan will take into consideration those lacunae and suggest creation of additional manpower for these as well as other new projects. The main outline of these and other programmes proposed to be included in the Fifth Plan relate to:

- (a) Research projects in cultural anthropology;
- (b) Research projects in physical anthropology;
- (c) Setting up of the school of Anthropology;
- (d) Collaborative research programme between the University Departments on the one hand and the Survey on the other;
- (e) Provision for visiting fellowships;
- (f) Opening of a Regional station to cover the Western Indian region: and
- (g) Opening of a National Museum of Man.

The total outlay is expected to be of the order of Rs. 100 lakhs.

### **Museum and Art Galleries**

As in the case of Archaeology, it is proposed to further strengthen the major repositories of cultural heritage. The Central Museum already in existence will be strengthened and developed during the Fifth Plan Period. The Victoria Memorial Hall, Calcutta, is proposed to be converted into a Period Museum related to the 18th and 19th Centuries. Further efforts will be made for establishment and development of Regional and State Museums. In the Fifth Five-Year Plan it is also proposed that further impetus should be given to the work which is being done by the State Governments in the field of museums.

Action is proposed to be initiated during the Fifth Five-Year Plan period to set up a National Trust for acquisition and preservation of cultural property. The National Trust will be assigned the task of acquisition, preservation and maintenance of sites, buildings, art objects declared to be national treasures from the point of view of art, history, archaeology etc.

It is also proposed to start a Central Conservation and Research Laboratory for Museums during the Fifth Five-Year Plan.

It is also proposed to have a Museum of Man and his environments.

The total outlay for the development of museums and art galleries is expected to be of the order of Rs. 800 lakhs of which Rs. 180 lakhs is proposed to be provided in the State sector.

### **Archives**

The development programmes of the National Archives of India envisage expansion of records management, national register scheme, repair and reprography services, listing of records, compilation of reference media, acquisition and exchange of micro-films etc. It is also proposed to launch new programmes like setting up of record centres in two different regions to start with. It is also proposed to publish records pertaining to transfer of Power in collaboration with the Indian Council of Historical Research. During the Fifth Five-Year Plan it is expected that the work of the construction of the annexe of the National Archives will be taken up and completed.

The total outlay is expected to be of the order of Rs. 470 lakhs of which Rs. 320 lakhs will be in the Central sector and the remaining in the State sector.

## **Libraries**

In the field of libraries, it is proposed to strengthen further the resources and services of Central Libraries. In order to ensure the receipt of books and journals under the Delivery of Books (Public Libraries) Act, 1954, as amended in 1956, book procurement centres are proposed to be established in various parts of the country to establish liaison with local publishers.

Similarly, it is also proposed to assist other important libraries, develop their resources and services such as the State Central Library, Bombay, T.M.S.S.S. Library, Thanjavur, Rampur Raza Library, Rampur, etc.

The Government have recently established Raja Ram Mohun Roy Library Foundation to support public library plans of the State Governments especially in the rural areas. To begin with, a sum of Rs. 25 lakhs has been placed at the disposal of the Foundation in addition to the voluntary contributions made by the State Governments amounting to Rs. 20 lakhs. The Foundation has constituted State Library Planning Committees in the States and Union Territories to formulate plans for library development. Foundation also proposes to help the manuscript libraries in the preservation of manuscripts. It is also proposed to establish reprographic centres in various parts of the country to be able to provide photo copies and microfilms of out of print material for use by the scholars. The importance of libraries in the programmes of Adult Education and Informal Education will receive special emphasis. For this purpose, special funds will be earmarked.

In addition to the funds that the Union Government proposes to provide for the development of public libraries, separate provision is proposed to be made in the State sector in the Fifth Five-Year Plan.

The total outlay is expected to be of the order of Rs. 1500 lakhs of which Rs. 200 lakhs will be provided in the State sector.

### **Gazetteers**

In addition to completing the existing work of District and All India Gazetteers a new scheme for the preparation and publication of National Gazetteer of India which may contain latest and most reliable information about all note-worthy places in the country is being taken up in the Fifth Plan. The scheme relating to Cultural Heritage Series which envisaged the compilation and publication of 30 Volumes, one Volume of each State and Union Territory, and which could not be started in the Fourth Plan is being taken up in the Fifth Plan.

A sum of Rs. 0.9 crores is expected as final outlay.

### **The Arts**

The art akademies, specially the three National Akademies of literature, the performing and the plastic arts have done valuable work. However, in a country as large as India and with the multiplicity of content and forms, the national effort must be reinforced with efforts at regional, State and local levels. It has been recognised that akademies should be established in the States, wherever they do not exist and strengthened wherever they now exist.

New schemes are to be undertaken in the fields of the creative arts which will ensure financial stability and security for the creative artists. A special scheme of giving scholarships to young children with talent in the fields of arts has been instituted. The scheme for giving scholarship to talented young men and women in the field of creative arts, in the age group 18-27, is being further strengthened. A pension scheme for artists is also being introduced.

Special steps are also taken to provide opportunity to artists of various parts of the country to know each other better. This will help promote inter-regional understanding and national integration. A scheme for exchange of performing groups between States is also being instituted. In addition, the schemes relating to the performing and the plastic arts will be expanded. The base of the existing akademies and professional organisations and institutions will be strengthened.

No effort to strengthen and foster professional talent would be complete unless this is supplemented with an effort to inculcate an awareness of our cultural heritage in children, students, and the masses of our people, both in urban and rural areas. With this end in view, Government has decided to undertake a number of programmes. The Nehru Yuvak Kendras, for example, will enable large sections of our non-student youth to participate in various creative activities.

The expansion of our cultural relations with other countries of the world is of utmost importance. For the first time, this programme has also been included in the Fifth Plan as a distinct sector and it is proposed to launch many new schemes to promote mutual understanding between India and other countries of the world. Naturally, particular emphasis will be laid on closer cooperation and understanding with our neighbours. West Asia, Africa and the Latin American world. For this sector a total outlay of Rs. 1450 lakhs with Rs. 270 lakhs in the State sector is envisaged.



## II

### RECOMMENDATIONS OF THE CENTRAL ADVISORY BOARD OF EDUCATION COMMITTEE ON INFORMAL EDUCATION

The meeting of the Central Advisory Board of Education Committee on Informal Education was held on 24th May, 1973 at Himachal Bhawan, Simla. The following were present:

1. Professor S. Nurul Hasan, Union Minister of Education *Chairman.*
2. Shri Desh Raj Mahajan, Education Minister, Himachal Pradesh.
3. Shri Harendra Nath Talukdar, Education Minister, Assam.
4. Shri Arjun Singh, Education Minister, Madhya Pradesh.
5. Shri N. C. Parashar, M. P. (Lok Sabha) New Delhi.
6. Dr. Rais Ahmed, Professor of Physics and Head of the Department, Aligarh Muslim University, Aligarh, U.P.
7. Dr. M. S. Adiseshiah, Director, Madras Institute of Development Studies, 74, Second Main Road, Gandhinagar, Adyar, Madras-20.

8. Shri Kanti Chaudhuri, Joint Secretary, (Member Secretary), Ministry of Education and Social Welfare.

*Special Invitees*

9. Shri I. D. N. Sahi, Secretary, Ministry of Education and Social Welfare.
10. Shri J. P. Naik, Adviser, Ministry of Education and Social Welfare.
11. Mr. Asher Deleon, Adviser "Out-of-School Education", Ministry of Education and Social Welfare.
12. Shri Prakash Chand, Secretary (Education) Government of Himachal Pradesh, Simla.
13. Shri P. S. Bansal, Director of Education, Government of Himachal Pradesh, Simla.

The Committee made the following recommendations:

(1) The present educational system in the country is broadly a single-point entry, sequential, full-time system of institutional instruction. It is essential to transform it into a new system in which there would be opportunities for multiple lateral entries at several points and in which all the three channels of instruction—full-time, part-time or self-study—would be integrated in an appropriate fashion and would have equal status.

(2) There should be intensive effort to educate official and non-official opinion in favour of programmes of informal education so that the new system could be effectively created before the end of the Fifth Five-Year Plan.

(3) The programmes of informal education to be developed on priority basis would be five: (a) Informal education for the age-group 6-14; (b) informal education for the age-group 15-25 through the Nehru Yuvak Kendras and other allied agencies; (c) Informal education at the University stage; (d) adult and continuing education; and (e) informal programmes of teacher education.

(4) It was essential to avoid creating a dichotomy between formal and informal education. It would, therefore, not be desirable to create independent agencies for informal education. Instead, special agencies for informal education should be built into the existing educational system and integrated with it. For instance:

- (a) a Bureau of Informal Education should be set up in the Ministry of Education and Social Welfare. This would act as the 'ginger group', to motivate other agencies and co-ordinate their programmes.
- (b) The Directorate of Adult Education may be transformed into an Institute of Informal Education and have special responsibilities for adult and continuing education and informal education of the youth in the age-group 15-25.
- (c) There should be a Department of Informal Education in the NCERT to look after all programmes of informal education at the school stage—elementary and secondary.
- (d) There should be a Special Officer (with adequate assistance) for informal education in each Directorate. The State Institutes of Education should also have a special unit for informal education. It would be the responsibility of

these agencies to orientate the District Education Officers and other inspecting staff suitably in programmes of informal education at the school stage.

- (e) The All-India Council of Teachers Education and the State Boards of Teachers Education should also have, within them, appropriate machinery to develop programmes of informal education as an integral part of the general programmes of teacher education to be developed in the Fifth Five-Year Plan.

(5) In the field of higher education, the UGC will have to take a leading role. There should be a national open-university established by an Act of Parliament. This should start functioning as early as possible and preferably from 1975. Such an institution would make it possible for a person living in any part of the country to avail himself of the facilities of higher education provided at the national level and would thus be a tremendous force in national integration. In addition, there should be facilities for correspondence education in at least one university in every State.

(6) It is possible to utilise services of students of all levels for programmes of informal education. This possibility should be fully explored.

(7) Arrangements for periodical evaluation of the programmes of informal education should be made as in respect of all other education programmes.

(8) Steps should also be taken to provide adequate finances for informal education. For this purpose, a certain proportion of the allocation made for education at every stage should be set aside for programmes of informal education. Adequate provision should be made for informal education of the age-group 15—25 and for adult education:

and every effort should be made to supplement the educational allocations for informal education from funds allocated to development programmes in agriculture, health, industry, etc. where the education of the public is essential for the effective implementation of the programmes themselves.

(9) There should be a Standing Committee of the Central Advisory Board of Education for Informal Education. It should be the responsibility of this Committee to give an impetus to the development of the programme, to review its progress from time to time and to make appropriate recommendations to the Central and States Governments.

(10) The policy regarding the medium of instruction in Informal Education shall be the same as in the formal educational system. The languages/dialects actually used by the people in the day-to-day life should be used as far as possible for educational broadcasts which are largely meant for adult illiterate population.

meant for adult illiterate population.  
Committee of the C.A.B.E for consideration.

### III

#### RECOMMENDATIONS OF THE CENTRAL ADVISORY BOARD OF EDUCATION COMMITTEE ON EDUCATIONAL PROBLEMS OF HILL AREAS

The Central Advisory Board of Education Committee on the Educational Problems of Hill Areas met at 10.00 a.m. on 25th May, 1973 at Himachal Bhawan, Simla. The following were present:

1. Professor S. Nurul Hasan. Union Minister of Education. *Chairman.*
2. Shri O. D. Pugh, Education Minister. Meghalaya.
3. Shri S. C. Shome, Education Minister, Tripura.
4. Shri Desh Raj Mahajan. Education Minister, Himachal Pradesh.
5. Shri N. C. Parashar, M.P. (Lok Sabha), New Delhi.
6. Shri J. Verraraghavan. (Director (Planning), Ministry of Education and Social Welfare—*Member-Secretary.*

#### *Special Invitees*

7. Shri I. D. N. Sahi, Secretary, Ministry of Education and Social Welfare.
8. Shri J. P. Naik, Adviser, Ministry of Education and Social Welfare.
9. Dr. C. D. Devanesan, Officer on Special Duty, Ministry of Education and Social Welfare.

10. Prof. Rais Ahmed, Professor of Physics and Head of the Department, Aligarh Muslim University, Aligarh, U.P.
11. Shri T. Jankiraman, All India Radio, New Delhi.
12. Shri Prakash Chand, Secretary (Education), Government of Himachal Pradesh, Simla.
13. Shri S. P. Bansal, Director of Education, Government of Himachal Pradesh, Simla.

The Committee made the following recommendations:

- (1) In the Fifth Plan, due priority should be given to the development of education in hill areas as these have remained backward.
- (2) A deliberate and intensive effort should be made to break the isolation of hill areas by providing for exchanges of personnel (teachers and students) establishing suitable linkages between educational institutions in Hill areas and others. This will help to promote national integration.
- (3) The problem of making primary education universal in these areas should be tackled through and the adoption of special measures including establishment of Ashram schools, mobile schools and use of modern educational technology.
- (4) Programmes of informal education are more relevant to these areas and services of retired teachers and other educated persons of these areas should be utilised.
- (5) Provision for secondary education should be related to local environment and development needs.

- (6) Suitable provision of facilities **should be** provided for physical education and **sports**.
- (7) Special attention should be given for provision of facilities for higher education **in these areas** as they have remained backward for various reasons.
- (8) As part of Educational survey **being taken up** by the Central Government, a **Special Officer** should be appointed in the Centre. He will work in collaboration with State **level Survey** officers and develop concrete **programmes** on educational development for **Hill areas**.
- (9) Overall development of these areas **should be planned** in consonance with the **need to maintain** the cultural identity of these areas and the communities therein.

These recommendations are placed before **the Standing Committee** of the C.A.B.E for consideration.