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## INTRODUCTION

A Working Group on Education and Culture under the chairmanship of Shri P. Sabanayagam, former Education Secretary of the Ministry of Education and Culture, in connection with the formulation of the Sixth Plan (1980-85) on Education and Culture was set up by the Planning Commission vide their O.M. No.M.13011/1/80/EDN, dated the 4th July, 1980.

2. The terms of reference of the Working Group were as follows:-

- (i) To take stock of the position, particularly in respect of universalisation of elementary education and adult education, as is likely to have been reached by the end of 1979-80; to identify problem areas and suggest remedial measures.
- (ii) To suggest perspective of development from 1980-81 to 1989-90 particularly with a view to equalising educational opportunities to all sections of the people and removing existing socio-economic disparities.
- (iii) To formulate proposals for the Sixth Five Year Plan, 1980-85 in the light of the above perspective indicating priorities, policies and financial costs.

3. The following were the members of the Working Group:

1. Shri P. Sabanayagam,  
Education Secretary,  
Ministry of Education & Culture,  
New Delhi.
2. Shri G.S. Banerji,  
Education Secretary,  
Govt. of West Bengal, Calcutta.
3. Shri M. Gopalakrishnan,  
Education Secretary,  
Govt. of Andhra Pradesh, Hyderabad.
4. Shri P.R. Chauhan,  
Director of Education,  
Govt. of Uttar Pradesh, Lucknow.
5. Shri V.V. Chiplunkar,  
Director of Education,  
Govt. of Maharashtra, Pune.

6. Dr. S. Vasudev,  
Director of Technical Education,  
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7. Shri Purshottan Lal Goel,  
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Ex-Vice Chancellor,  
Kumaon University, Nainital.
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10. Mrs. Madhuriben Shah,  
Vice-Chancellor,  
SNDT University, Bombay.
11. Dr. Malcolm S. Adiseshiah,  
Chairman,  
Madras Institute of Development  
Studies, Madras.
12. Prof. B. Ramachandra Rao,  
Vice-Chairman,  
U.G.C., New Delhi.
13. Shri Mir Nasrulla,  
Additional Secretary,  
Department of Culture, New Delhi.
14. Shri K.R. Sivaramakrishnan,  
Joint Adviser(Education),  
Planning Commission, New Delhi.

4. The Report of the Working Group which is presented here is based on the detailed and wide-ranging discussions at the meetings of the Group held on the 4th, 12th, 27th and 28th August, 1980.

5. The Working Group is hopeful that this Report will find wide acceptance and support in the formulation of the Sixth Plan document.

## BASIC OBJECTIVES

In three decades of national planning, it is an unfortunate fact that education has tended to get treated in practice as a social service rather than as a basic and crucial input. Economic and social development plans of the country have invariably stressed that all planning is ultimately for the welfare of the human being, for the improvement of his quality of life and is, therefore, an investment in man. It follows that human resource development is fundamental to the realisation of the goals of national planning for development. Education is a very important factor, a crucial input in the process of human resource development. Education should, therefore, find its rightful place in national planning and investments in education should reflect its pivotal role.

2. Education is envisaged in terms of not only the formal systems of teaching-learning or specific inputs aimed at certain minimum standards of achievement but also as the preparation of an individual to enable him to discover his talents, sharpen his abilities, realise his potential and contribute his best to national development. Human resource development, the largest and the most significant of all resources in our country, has a four-fold aspect -

- (i) to prepare the individual for assuming his role as a responsible citizen in the community;
- (ii) to develop in him scientific outlook and attitudes making him aware of his rights and responsibilities and conscious of the processes of development around him;

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the actual needs and developmental objectives. It is also increasingly realised that education to be relevant to societal needs and requirements and to subserve the purpose of national policy must have linkages with the other sectors of development.

1.8. Taking note of the progress already made in the various sectors of education, it would be necessary to consolidate the facilities, improve the efficiency and relevance of the programmes and to modernise the system on a scientific basis. The success of our efforts in achieving the above objectives will depend upon effective decentralisation of educational planning to district and sub-district levels. This will also help in locating pockets of backwardness for remedial action.

1.9. The importance of educational planning and administration has to be emphasized and capabilities must be built up for these tasks. The reporting system has to be improved considerably. The monitoring system already developed in a modest manner has to be considerably strengthened and improved. The efforts till now have been largely confined to providing the schooling facilities and the accepted forms of incentives to attract children to institutions. It is found that these measures have obvious limitations when applied to the more weaker and backward sections of population due to various social and economic factors operating in the families. Hence it must now become the responsibility of the educational planning machinery for identifying these groups and, after appropriate study and research, designing flexible and relevant programmes of educational packages for these groups and also assigning suitable agencies to reach these packages to these groups. This would be a new and important responsibility to be assumed by the educational planning and administrative machinery.

1.10. The measures to improve the quality of education at all levels require immediate consideration. Quality in this context refers not only to academic excellence in curricula, methods of teaching or evaluation techniques but also to improvement of the organisation, delivery systems and supporting services in the process of education. Efforts in this regard should draw upon insights obtained from suitable action research programmes.

1.11. Educational planning must also be coordinated with efforts of manpower planning in the country. It must at all stages and at all levels of education keep in view the manpower requirements of the country, in quantitative as well as in qualitative terms. It must promote a pattern of education which is relevant to the local needs and provides knowledge and skills which enable the learners to participate effectively in the programmes of social and economic development.

1.12. Adequate attention has not been given to optimisation of benefits from the existing investments and facilities. The failure to achieve a larger measure of equalisation of educational opportunities, both in regard to access and success, is an aspect which requires closer attention. More concerted efforts are called for to reach certain socially and economically weaker but culturally rich sections of society such as women,

Scheduled Castes, Scheduled Tribes, landless labourers. The imbalances which have developed in the system between the rich and urban levels on the one hand and the poor and rural levels on the other have to be rectified. It is essential to transform the quality of education in terms of its value-content, its standards and its relevance to life. There has been an increasing awareness of the fact that the process of education has brought with it alienation and uprooting from Indian thought, culture and way of life. It is, therefore, necessary to develop curriculum through a strategy of insistence on an essential core with flexibility and diversification of approach in implementation. It must promote humanistic outlook, a sense of brotherhood and commitment to ethical and cultural values. These need to be integrated into the system.

1.13. Perspective in educational planning and strategies mentioned above would as a corollary require that all persons involved in the educational institutions and in instructional roles should be adequately prepared, oriented, trained and re-trained to meet the requirements of the tasks. This calls for well-designed training inputs and broad-based training strategies. There is also need to modernise the organisation and management of educational services as well as to organise courses in management concepts and techniques for all functionaries in the system.

1.14. The importance of educational technology in the field of education has not been adequately appreciated and provided for. With the plans for a satellite of our own coming into existence in the near future, the possibilities of using educational technology to reach education, especially at the elementary stage to all sections of population in a shorter frame of time, has to be capitalised to the maximum extent. Apart from television, radio can also play a very effective role in providing substitute and supplementary arrangements for a wider range. Mass media can play a key role in not only broad-basing educational development, but also serve as an instrument in quality improvement of education at all stages, strengthen non-formal education programmes and bring about the much needed inter-sectoral integration and inter-agency coordination for furtherance of the educational aims.



1.15 It is necessary to inculcate among students the concept of dignity of labour and to increase the practical bias in education, and more particularly in technical/vocational education. Opportunities to "work with one's own hands" are to be provided in greater measure. This effort could be facilitated by developing suitable programmes of "earn while you learn". Such programmes would incidentally help students belonging to socially and economically disadvantaged groups to avail of the educational facilities in a fuller measure by enabling them to augment their income. Earning opportunities in the "Earn while you learn" schemes should be integrated with the educational or campus activities of the institution.

1.16. It is accepted on all hands that education should not be viewed in a limited way as relevant only at the earlier stages of one's life. Education has to be a life-long continuing process and, therefore, educational planning should provide adequate opportunities and facilities for this purpose. Suitable programmes of "learn while you earn" have to be developed, simultaneously making access to education easier at all stages.

1.17. Programmes of research and experimentation in education should be promoted to provide dynamic support to all aspects of educational development. Such programmes not only lead to identification and analysis of problems in the field leading to improvements in implementation but also developing innovative approaches.

1.18. In the succeeding sections of this document, different sectors of education and culture are dealt with in detail. The general considerations outlined above underlie the strategies and programmes of development visualised for the different sectors during the Sixth Plan period.

## II. Pre-School Education

2.1. Pre-School education is crucial to the personality development of the human being. In the context of educational planning for broad-basing of elementary education, particularly to bring in its fold the weaker sections of population, pre-school education will increasingly emerge as a crucial input. (no longer a luxury). Its development will, therefore, have to be carefully planned and provided for.

2.2. From the point of view of mental and physical development of the child as well as its preparation for subsequent education, it is extremely important that its programmes are not rigid in content or method. The approach should articulate the need to promote education through play and other joyful activities and be integrated with other child development programmes of nutrition and health care. Sufficient experience has to be gained in the field before suitable models can be developed for the adoption of an extended programme. Considering also the large numbers involved, more than 50 million children in the age group between 3-6 in our country, only a modest start can be suggested at this juncture. The focus of the programme must be on the weaker sections. The programme could therefore initially serve the needs of the poor in rural areas and urban-slum areas. Means test and social and educational backwardness must be important criteria. It is suggested that in quantitative terms the target for the VI Plan may be setting up of at least one pre-school education centre in every development block. The contents may include health inputs, play activities, development of appropriate skills. It is most desirable that pre-school education is delivered as part of a package programme of health, social care and education by the concerned departments through play centres for children's development in an integrated manner and encourage voluntary organisations to undertake this programme with support from the Government. The services of suitable persons from the community especially women, could be used to support them. Necessary training programmes for the workers in this field could be arranged in some of the existing elementary teacher training institutions in the country and at least one centre at State level for each State could be developed in the next Plan.

The approach at this stage of education should be entirely non-formal and there should be no attempt to formalise the curriculum/syllabus and introduce rigidity in the techniques of teaching and modes of instruction. Stress should be laid on innovative use of the locally available resources in the community and environment in the inculcation of sense perceptions. Pre-school education could be very effectively used as a tool to induce in children a healthy attitude to school going later. From this point of view, it would be advantageous to develop these centres as adjuncts to village primary schools, wherever possible. The National Council of Educational Research and Training, in collaboration with the State Councils should give a lead in developing the learning materials and approach to this programme.

### III. Elementary Education

3.1. Elementary education upto the age of 14 years still remains to be made universal in all the States in spite of the constitutional directive. The rate of additional enrolment in elementary education has not shown appreciable improvement. This particularly highlights the problems of reaching the backward and remote areas and the more socially and economically disadvantaged (especially of girls and children belonging to Scheduled Castes and Scheduled Tribes) who constitute the bulk of non-starters and drop outs. Universalisation of elementary education therefore must continue to receive the highest priority and maintain its place in the Minimum Needs Programme.

3.2. For administrative convenience, elementary education has been divided in two stages; primary and middle. At present the structuring of these two stages vary in the different States. On administrative as well as academic considerations it would be desirable to have uniformity in this respect, i.e. classes I-V V-VIII being grouped as primary and VI-VIII as middle. An analysis of the position in the country shows that while many States have reached 100% enrolment of boys at the primary stage, some lagging in respect of boys and many in regard to girls. In the case of middle stage, the progress of enrolment is even more un-even. Although, our objectives is to continue the universalisation of elementary education operatively therefore we have to attempt its realisation only stage-wise. Accordingly the approach in the VI plan may be for those States which are yet to universalise primary education, to reach universalisation of primary education in the next 5 years and in the case of all States to achieve substantial increase in the enrolment at the middle stage. It will be necessary to fix targets for each State according to the targeted groups rather than for the nation as a whole, as the position varies from State to State.

Strategy for universalisation of elementary education will include (i) intensified use of the existing facilities (ii) provision of new facilities (iii) recourse to non-formal education. A word of explanation is necessary at the stage in regard to item (iii) above. While in the formal system, there are prescriptions in regard to instructional frames, subject matter, the use of a class room, the age of learners, the nature of certification on completion of a cycle of instruction etc. in the non-formal such constraints do not operate. Non-formal education could however also be structured but it should have flexibility in regard to organisation of the curriculum/ syllabus inputs and instruction programmes. Non-formal education also retains certain aspects of formal system in having specified objectives in regard to outputs and fits into the total system of public education as designed and administered by recognised and established agencies. Both the formal and the non-formal systems of education have, however, to be supported by and should support the education

imbibed by the learner through the family, the immediate community, society and the environment. Neither the formal nor non-formal system of education should uproot and alienate the learner from his cultural roots.

3.3 It is increasingly realised that it will be possible to reach the children who dropped out of the formal system or who have not been able to use the formal system only through suitably designed non-formal programmes. These programmes are target group oriented and decentralised both in regard to their contents, course duration, place and hours of learning and pattern of instruction. However, there would be a basic minimum package of inputs identified by the public educational authorities which would have correspondence to the formal system of education, and would thus allow for linkage with the formal system at suitable stages. The non-formal and formal education programmes comprise the total system of education and should be considered as complementary components/programmes. A single agency should be responsible for designing and managing both forms of education and the aim should be to rid the formal system of irrational rigidities and operational distinctions. However, for some more time to come, the responsibility must be assumed by educational administrators at the various levels to ensure that the linkages and liaison between the formal and non-formal education are maintained and appropriately integrated. Great care must be taken to ensure that non-formal education does not become a poor substitute for the formal system nor is it viewed even by educational planners and administrators as an inferior system. The main objective of the non-formal system must be to prepare the person to move into the formal system at appropriate stages, if necessary, and equivalences must be clearly recognised and acknowledged on the basis of learning levels accomplished.

3.4 The emphasis should be on enrolling the target groups like the scheduled castes, scheduled tribes, girls, landless labour and on simultaneously improving the internal efficiency of the system to retain the students. Appropriate incentive programmes would have to be designed to ensure retention. The importance given to enrolment in the earlier plans would have to be shared now with the efforts to be made to retain the children and to give them effective education. A monitoring system must be developed to get a feed-back on this and assess improvement in the internal efficiency of the system. Each State must be asked to aim at eliminating the wastage and drop out in the next plan period.

3.5 As a part of the efforts to retain children, promote the efficiency of the system and, in the process, to achieve equalisation of educational opportunities, improvements in the quality of education at this level becomes very important. While the curriculum must be developed with the goal of attaining literacy, numeracy, comprehension and skills, it

with  
should follow a flexible model/provision for diversification of curriculum formulation to suit local environment. A dexterous balance between a common basic core and a diverse methodology is necessary. In its totality the curriculum should be an instrument for inculcating humanistic values, capacity of tolerance, promotion of national integration of modern, scientific attitude and a capacity for understanding the surrounding world.

Care must be taken to ensure that fissiparous and divisive tendencies and value distortions are not brought into play in the educational process.

### Enrolment Targets

3.6 It was proposed earlier that as a planning strategy, universalisation of elementary education may be attempted in two stages, taking into consideration the progress in the various States and Union Territories. Universalisation of the primary stage of education alone would imply an additional enrolment of about 170 lakhs of children in classes I-V in all the States and Union Territories over the next five years. Annual rate of additional enrolment per year in classes I-V in recent years has been of the order of approximately 20 lakhs. Some of the educationally backward States like Assam, Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh and West Bengal would have to step up their present rates of enrolment steeply. In some cases this will mean doubling and even trebling.

The progress of enrolment in the 5 year period between 1973-74 and 1978-79 is available from the Third and the Fourth Educational Surveys (Annexures I and II). The additional enrolment in the 5 year period was 113.85 lakhs in classes I-VIII, comprising 78.63 lakhs in classes I-V and 35.22 lakhs in classes VI-VIII. The statements at Annexure III and IV give Statewise projections of enrolment during 1980-85 at the primary and middle stages. These projections take into consideration the vastly differing picture as between States and even within the same State as between boys and girls and are extrapolations related to past patterns of enrolment growth and targets to be reached for universalisation. It is considered that it would be unreal to fix the target of additional enrolment of 170 lakhs in the primary stage because of the huge backlog in enrolment of girls in a number of States. Additional enrolment of 110 lakhs as per the projections in Annexure III is considered a realisable target with determined effort. On this basis with regard to the boys enrolment, it would be possible for a majority of the States to complete universalisation. But some States, namely, Assam, Madhya Pradesh, Uttar Pradesh and West Bengal, would achieve about 90%. In the case of girls, one half of the States/Union Territories, would have only covered partial ground with Rajasthan at the rear end.

Having regard to the immense problems of universal enrolment, a target of 95% coverage at the primary stage for the country as a whole is to be considered as an uphill and challenging task during 1980-85. Efforts to achieve 100% coverage in the case of girls at the primary stage will have to continue beyond 1984-85. In middle stage education of children in the age-group 11-14, the population to be covered to achieve a target of 50% enrolment in the plan period would be approximately 70 lakhs, while the average annual enrolment per annum has been at the rate of 7 lakhs. Those States which have attained 100% enrolment in the primary classes could reach higher rates of enrolment in the 11-14 age group but it would require doubling the present enrolment rates in order to attain at least 50% enrolment of the children in the age group 11-14. This may be treated as a desirable objective and a challenge. Taking these proposals together, the additional enrolment in the elementary stage envisaged for the country as a whole would be about 180 lakhs in all, averaging an annual rate of enrolment of approximately 36 lakhs or a 33% stepping up of the present rate of enrolment of 27 lakhs per annum.

The Central Government should continue to assist the educationally backward States with financial assistance under the programmes of non-formal education for achieving 100% coverage of enrolment at the primary stage. Special monitoring arrangements are required at Central and State levels to achieve the targets envisaged for them in the next five years.

3.7 It has been accepted that as a norm, a primary school should be available within 1.K.M. of habitation and a middle school within 3 K.Ms. of habitation. The fourth Educational Survey has been recently completed and the States would be in a position on that basis to plan the location of schools at the primary and middle levels to ensure availability of facilities to all the children within a walking distance. The States should attempt to provide these facilities within the first three years of the Plan so that formal educational facilities will become available for all children in the age-group 6-14 before the end of the next Plan. In providing these facilities, however, preference will be given to the primary schools in general and to the needs of the weaker sections of population such as scheduled tribes, scheduled castes and landless agricultural labourers and urban slums dwellers/nomads, in particular.

3.8 It is realised that many of the children in the age-group 9-14 would require non-formal education programmes to enable them to come into the fold of education. Hence, the non-formal educational programmes which have been initiated in the States would have to be developed and expanded further to ensure coverage of all those children who have dropped out of the school system or who have not been to school. The provision of non-formal education facilities requires considerable amount of imagination and innovation. The district educational authorities should be

given specific responsibilities to design appropriate strategies of non-formal education programmes for covering those specific target groups of population who have not been reached till now. There must also be close monitoring of programmes to ensure that these facilities are carefully developed and appropriately administered so that they become effective. The State Institutes of Education, in collaboration with the National Council of Educational Research and Training, should be asked to draw up programmes for development of curriculum, syllabus and reading material for these courses and also for the training of personnel. It would be desirable that the State Institutes of Education draw up these programmes on a decentralised diversified basis. This can be done by adopting their teacher training institutes in the districts as units for academic planning and programmes implementation as also calling upon the human resources available at the district or regional level in the community outside the institutional framework.

The contents of non-formal education packages should be drawn up carefully keeping in view the need to provide an appropriate mix of academic subjects, functional skills and co-curricular activities to make the package relevant and useful to the learners.

3.9 It will bear repetition that the groups which are yet to be provided with elementary education are girls and children belonging to the weaker sections of the community such as scheduled castes, scheduled tribes and landless agricultural labourers etc. The educational needs would need to be looked into on a wider perspective of the families, socio-economic conditions and problems. Hence, apart from providing the facilities for education for these groups and incentives such as mid-day-meal programmes, free books, uniforms and stationery material and attendance scholarships, coordinated and extended with the focus on their human resources development including education. They may also be provided with remedial coaching programmes to enable them to overcome their environmental handicaps and educational backwardness. It should be the specific responsibility of educational administration and planning to ensure that these groups are brought into the fold of education as soon as possible through appropriately designed strategies and relevant programmes.

3.10 The elementary education system of the country requires substantial inputs and strengthening in certain crucial areas, by way of improving the quality of education to attract the unreached children and to ensure retention of children. These areas are: construction of satisfactory primary and middle school buildings, improving other physical facilities, improving the teachers' competence and use of educational technique for instruction to students and for teacher training as well.

3.11. According to the Fourth Educational Survey, out of 4,74,636 primary schools in the country, 40% are housed in 'most unsatisfactory' structures comprising kutcha, thatched huts, tents and open spaces. The position with regard to middle schools is somewhat better. Many of the primary schools do not even have basic furniture e.g. blackboards, chairs and tables, and mats. It is high time that serious efforts are made to provide the schools with basic physical facilities and set them up housed in satisfactory structures. It is estimated that 16 lakh class rooms are required to be constructed to wipe out the backlog. In the construction of schools new experimental approaches for constructing school buildings, with locally available indigenous materials should be made and contribution of the community in the form of either cash or materials or physical labour could be mobilised. Even assuming 50% contribution from the community, the outlay needed for construction of the class rooms alone will come to about Rs.800 crores. Costs for providing other basic facilities will be extra. More class rooms will be needed to meet the planned growth in enrolment. The Working Group recommends adequate allocation of funds for provision of class rooms and facilities. This investment is considered an essential input for improving retention of students and quality of education.

3.12. About 80% of the total 12,76,446 primary teachers and about 80% of the total 8,21,600 middle school teachers are trained. But in some areas, the percentage of trained teachers is as low as 23.46 per cent. What is more, the number of under-qualified teachers is sizeable. Teacher training programmes, both pre-service and in-service, should be emphasized as an essential input for the improvement of quality of education. Particularly, teachers will require to be trained in the new areas of pre-school education, non-formal education etc. through short and long-term training programmes. Adequate outlays would be required for this crucial area.

3.13. The usefulness of a major programme of education technology for elementary education has been emphasised earlier. Taking particular note of the Insat facilities to be available shortly, education technology can be taken recourse to with much advantage. The primary responsibility of producing programmes for ETV has been accepted by the Ministry of Education. Education technology should be viewed and developed as an alternate method of education. In this, possibilities of direct telecast to students without an intermediary, needs to be explored in order to reduce the load of classrooms. ET programmes should also be developed for teacher training.



Non Formal  
ADULTS  
IV. EDUCATION FOR THOSE WHO MISSED ELEMENTARY EDUCATION

4.1 Besides universalization of elementary education for all children of the age group 6-14, which would, in the long run, ensure mass literacy among the people and educated citizens, non-formal education for adults, particularly in the age-group 15-35, must receive priority in the Sixth Plan in view of its potential for immediate impact and the goal of providing minimum basic education to all citizens. Proposals for non-formal education of the younger age groups have been mentioned in the previous Chapter. Programmes of education for others, who did not get the benefit of education in the formal system, can best be undertaken during their working lives through the development agencies concerned e.g. Departments of Industries, Agricultural Extension, Fisheries, Dairy Farming, Rural Development, Health Extension etc., all of which are concerned with appropriate training programmes for youth and adults with the object of upgrading their skills. Where existing agencies do not cover any group of adults (15-35), the educational and development Departments programmes must design appropriate programmes for these groups comprising a minimum package of non-formal education to provide basic literacy and numeracy, training in functional skills and in citizenship education to enable them to participate in national development and to improve their own lot. The programmes must extend appropriate educational support to the concerned groups of individuals through suitably designed group-specific and workbased curricula and as part of the programmes of development envisaged in the various sectors of national economy. The programmes of education must also take advantage of cultural and other group activities in the process of involving the learner groups to participate in and benefit from the programmes.

While designing these programmes, the lot of the weaker sections like women, Scheduled Castes, Scheduled Tribes and agricultural labour and urban slum dwellers must be given priority. The strategy in these cases must be the development of methods suited to their varied needs and situations. This will promote flexibility in methods and means of delivery of education. It would also enable the Departments of Government and the voluntary agencies to involve themselves in the programme according to their needs and capabilities. The use of the mass media in these programmes will be very beneficial and their role should be effectively strengthened.

## V. SECONDARY EDUCATION

5.1. Secondary and Higher Secondary Education are important terminal stages in the system of general education. It is at these points that options are exercised to enter the world of life or to go for technical training or to pursue higher education.

With the expansion of the base of education at the elementary stage, increasing number of students will reach secondary education, for whom facilities have to be provided. However, distinction may have to be made between formal education and non-formal education programmes at this stage in the provision of facilities. Keeping in view the importance of institutional instructions at this stage, the formal education facilities for secondary education would have to be extended on that basis to rural and backward areas thus providing access to the weaker and more backward sections of the people, particularly the first generation learners. At the same time, without straining the limited resources, non-formal programmes of secondary education, such as correspondence and part-time courses and admission of private candidates to public examinations may have to be provided to enable the system to cater to the large numbers seeking access to the system mainly as a means of their social and economic advancement).

### Qualitative improvements

5.2 Keeping in view the importance of secondary education as a terminal stage, it is necessary to pay special attention to the quality of education at this stage. The improvement of quality of education would cover, apart from improving internal efficiency of the system and enhancing the (employability) of its products, improving and updating of the curriculum and syllabus, production of better textbooks and instructional material and creating in the young generation an awareness of the emerging development perspectives and associated technology in fields such as energy conservation, population stabilisation and environment protection, while ensuring at the same time that they are not emotionally and culturally uprooted. The competence of teachers would, therefore, have to be improved through broad-based recruitment to include qualified specialists in other development sectors as well as by carefully designed periodical in-service training. The quality of pre-service teacher education has to improve and the collaboration of the universities would have to be sought, particularly for the improvement of science and mathematics education and of in-service training programmes for science and mathematics teachers. Considering that production of teachers for secondary schools is the responsibility of the university system, expertise should be drawn from a network of universities, colleges of education and the

practicing teachers in the schools to ensure purposeful collaboration. Examination reform at the secondary stage is important. Instead of emphasizing information memorising and retrieval capacities of the student, which has a backlash effect on teaching, examinations should be designed to encourage development of competences in comprehension and application.

It must be recognised that in a multi-lingual society, the level of competence of individuals in particular languages can vary. Three languages are to be taught at the secondary level. It is imperative that a strong foundation is given in at least one language. Since the regional language is the medium of instruction, a strong foundation should be given in that language. The second language (English) must be mastered sufficient enough to have access to the world of knowledge. In the third language the instruction imparted should enable the student to converse in that language.

Libraries have a significant role in secondary education. The development of reading habit must be developed and nurtured through a network of well organised secondary school libraries.

### Science Teaching

5.3 Science teaching at secondary level has to be strengthened by provision of laboratory equipment both for experimentation and demonstration. This is one of the weakest aspects of secondary education. It is desirable that the programme of supply of science kits at the primary and middle stage should be expanded and an appropriate kit produced and supplied to all the secondary and higher secondary schools. It is also necessary to set-up in each of the States at least one centre to fabricate these kits for supply to all the secondary schools within the State. Curriculum in science and mathematics should be continuously reviewed and upgraded, keeping in view the advances in the field of modern science and technology and the national efforts to incorporate them into the development sectors. The role of science museums in promoting science education at the school level cannot be over-emphasised and therefore there is need to strengthen the existing programmes.

### Cultural Teaching

5.4 There should be a special effort for strengthening the knowledge and awareness of Indian teachers regarding Indian cultural heritage and its dynamic processes of growth, assimilation and change. For this purpose, courses should be included in the State level and national level teacher training institutes. If possible, centres similar to the National Centre for Cultural Resources, could be established in different regions. In any case, the special programme of

organising orientation and refresher courses for teachers and teacher trainers is imperative so that those who are charged with the duty of providing intellectual and educational leadership to the country are themselves acquainted with the cultural fabric of the country. A programme based on cultural kits comprising audio-visual material on Indian culture should be part of education at all levels, more particularly at the elementary and the secondary levels and for teacher trainers.

#### Nurturing of Talent

5.5 The educational system should recognise the needs of the exceptionally talented students and give them opportunities for taking up special courses or programmes of study suited to their talent.

#### Vocationalisation

5.6 Considering the important link between education and development and the need to make secondary education relevant and related to employment, vocationalisation of education at the higher secondary stage assumes very great importance. Vocationalisation of higher secondary education is not work experience which is to be integrated with the education from the primary classes with the objective inter-alia of introducing students to dignity of productive work and its place in the society. Nor is it training of artisans and craftsmen which aim at development of specific skills, in narrow vocational trades. Vocationalisation of higher secondary education is aimed at developing cognitive and practical skills for a group of occupations. It includes general education, practical training in skills and instruction in related theory.

Vocationalisation of education is to commence after the secondary stage and may cover periods from 12 to 30 months depending upon the vocation or group of occupations. The process of education also envisages appropriate apprenticeship in actual field situations. At the same time, it is necessary to supplement existing exclusive vocational training courses with the necessary education components so that suitable linkages are established for occupational mobility and career development. It would be both unnecessary and infructuous to provide separate expensive equipment and workshops for extending training facilities to students in school instead existing facilities in work places should be fully utilised for cognitive skill development. The important pre-requisites

for a successful vocational education programme are:-

- i) Detailed area surveys so as to identify:
  - a) employment avenues for which there are no recognised training courses at present;
  - b) facilities such as Workshops, equipment already available and which can be availed of in the Government and Private sector;
  - c) Teaching and Training personnel who can be engaged to participate on a part-time basis;
- ii) Drawing up detailed curriculum and syllabus for each identified course related to employment in connection with prospective employers and prospective teaching and training personnel.
- iii) Determination of the number of courses and of students who should be taken in keeping in view the employment market, present and projected, government and private sectors.
- iv) Provide for apprenticeship training wherever further skill development is necessary.
- v) Providing appropriate qualification for such jobs so that those who pass out of such vocational courses are suitably recognised and employed.
- vi) Provide for entry into the higher levels of education.

While many of the States have shown interests in the programmes of vocationalisation of higher secondary education very few have initiated actual programmes in the field in a meaningful manner. Therefore considering the significance of this scheme in the context of employment and that it is a complex one, the Central Government would have to play a more positive role.

VI. HIGHER EDUCATION:

6.1. The University Grants Commission has drawn up two documents:

- (i) Policy frame for higher education; and
- (ii) Approach to development of higher education.

These documents, which have received general endorsement of the Vice-Chancellors Conference, will provide the broad guidelines for the planning and development of higher education. The main task will be to consolidate and optimally use the facilities already created, with stress on quality improvement. Expansion of higher education facilities will be carefully regulated, giving, however, priority for extending adequate opportunities of access to weaker sections of the population and first generation learners. Efforts will be made to promote post-graduate education and research in all fields with particular orientation to manpower needs, to promote inter-disciplinary studies and to establish structured linkages between the higher education system and the national developmental tasks. The contents of higher education will be widened and enriched by incorporating subjects/disciplines so far excluded from the University system. This is an essential corrective for rectifying the dichotomies between the modern educational system and the university recognised rich body of knowledge and skills available in the traditional Indian systems.

6.2. The Working Group took note of the extensive facilities already created for general higher education and felt that the main thrust will have to be for consolidating the same and maximising the utilisation thereof. The scope for and the possibility of the greater use of infrastructural physical facilities and resources was recognised. Minimum additional support for optimal utilisation of facilities may be required. The existing imbalances in the development of universities and colleges will have to be taken note of for suitable remedial programmes. In this context, it is also necessary that firmness is shown in tackling the problem of non-viable institutions with low enrolments and inadequate provision of educational facilities. Non-formal programmes of higher education, such as correspondence and part-time courses and own time studies, would be extended to relieve pressures on the formal system. As has been said earlier expansion of the general higher education facilities will be carefully planned to take care of the need to provide larger access to weaker sections and first generation learners from rural areas. In doing so, emphasis will be laid on providing access to existing institutions through appropriate reservations, attractive scholarships and provision of hostel facilities etc.

6.3. The improvement of the quality of higher education will receive special consideration. The re-designing of the under-graduate courses as a corollary of the introduction of 10+2 school curriculum will require to be taken up and completed urgently. Due emphasis needs to be given to the improvement of quality in teaching and to restructuring of courses, adopting a flexible approach and ensuring a greater compatibility with work or employment opportunities. The programmes intended to improve teaching of natural and social sciences and humanities at the under-graduate level must be carried forward and given a sharper focus to help develop in the students proper concepts in these disciplines and capabilities for further learning. In the context of giving a strong foundation in the regional language mentioned under school Education it may be necessary to continue teaching regional language at the under graduate level also. The exercises in examination reforms are another important aspect of improving the teaching learning process and these have to continue with vigour and purpose. Attention will have to be paid for developing suitable models for evaluation of instruction and for strengthening teaching and instructional skills. Curriculum Development Centres may be organised on regional basis to provide continuous support for renewal of content and methods of teaching.

6.4. In the area of post-graduate education and research, emphasis has to be placed on promoting quality programmes in inter-disciplinary studies and in new emerging areas of knowledge. Research within the university system will have to get due emphasis and be coordinated with national research efforts under the Science and Technology plan. There is need for identifying clearly the areas to which research funds are to be channeled. Such areas may be linked to the national development effort and also to new emerging fields. Close collaboration among Universities, National laboratories, other research organisations and industry will have to be promoted on a structured basis. It is also necessary for Ministries and Departments of Government of India and States to involve universities in their research programmes. While these are relevant to the research effort at national level, there is need for promoting research at State and institutional levels and for establishing vertical and horizontal linkages in research programmes in different fields and different institutions. Past experience shows that research funds tend to get thinly spread and sufficient links with developmental aims do not exist. Programmes for research funding have therefore to keep the twin goals in view viz. to promote research in identified areas of national needs and to develop strong research bases in selected fields/disciplines to maintain high standards of research output.

6.5 Post-graduate education and research is dependent on certain minimum infrastructural facilities such as sophisticated instruments, computers and good libraries with modern journals. It is, therefore, necessary to enlarge the available facilities such as Computer Centres and University Centres and Instrumentation Centres. Attention has to be paid to proper maintenance and servicing of such equipment. These will be service departments and will be treated as common facilities to all the departments and also to other universities and colleges in the same city or neighbourhood. With the explosion in numbers as well as cost of journals, universities are unable to subscribe for all the journals needed. This is sought to be remedied by establishment of regional libraries with modern fast reprographic facilities. There is also need to strengthening the regional instrumentation centres not only for maintenance and repair but also for training high level technicians and developing R&D in instrumentation.

6.6. Another important and hitherto neglected area is in the field of extension. It is necessary for the universities to involve themselves with the development work of the community and provide requisite development and extension services for the same. Such extension work must be considered as a part of the normal academic work of the universities and not as social service as universities are not only to extend frontiers of knowledge but also apply such knowledge to solve the problems of the people of the areas in which they are located. While universities and colleges are encouraged to tackle local problems of the community in their extension activities there is need for setting up Regional Centres in universities to work on a range of applied problems of relevance to the region in collaboration with other agencies and Government departments, (to be established and developed to the total development of the region.) Such problems being of inter-disciplinary nature, universities are ideally suited to carry out these tasks.

6.7. There should be a structural link between the institutions of culture, particularly those of archaeology, archives, museums, oriental learning and libraries and research programmes of the Universities. There should be a provision for associating specialised personnel from cultural institutions also scholars of traditional learning especially for the discipline of epigraphy, palaeography, archaeology, art, history, ancient mathematics, astronomy, performing plastic and literacy arts at appropriate post-graduate and research levels. Efforts will be made to establish centres of advanced studies or seats of higher learning in fields of oriental civilisations and cultures.



6.8 The Postgraduate Departments in the Universities have also to be linked effectively with undergraduate education and the entire University system needs to be linked similarly with school education so that the facilities, knowledge & experience at each level are also available for upgradation of quality of learning at the level below it. Pre-service and in-service programmes have also to be organised using these facilities.

6.9 Another task which requires immediate attention is that of ensuring better communication between teaching and student community at all levels. There should also be better communication among teachers. Strengthening of professional organisations in various disciplines to enable them to contribute more effectively will be a step in this direction.

Education in its broadest sense requires provision of certain amenities within Universities and colleges so that peer group learning among students through activities also gets adequate emphasis. There should be a concerted attempt to improve the provision of various student amenities in colleges and Universities. Among these should be hostels, assembly halls, etc.

6.10. While one of the functions of higher education is the pursuit of learning and scholarship for its own sake, there is need to give adequate stress for orienting higher education more and more to the national manpower needs. In this regard it may also be worthwhile to consider to what extent degrees should be insisted upon as basic recruitment qualifications, since it appears that for many routine jobs in Government and elsewhere, functional skills rather than general academic degrees may be more appropriate.

6.11. The role of the Central and States Governments in the field of Higher Education has to be fully appreciated. University Grants Commission is mainly responsible for coordination, determination and maintenance of standards. The allocations made by the U.G.C. and the Central Government have to be supplemented by those made by the State Governments within their respective Plans. There is need for coordinated action as between U.G.C. and the State Governments in this regard. The State Governments must also take all necessary steps to regulate unchecked growth of colleges and Universities and consolidate non-viable institutions wherever they exist on the lines already indicated. Above all, they should take all necessary measures to ensure that colleges and universities become real centres of learning devoting themselves to the task of national development.

## VII. Youth Programmes

7.1. The youth in the country constitutes a vast human resource which is characterised by idealism and zeal, active habits, positive attitudes towards service to others, an urge to be self-reliant and willing to explore newer and even non-conformist approaches to societal problems. If properly harnessed and channelised, the youth could thus be a powerful instrument of social, cultural and economic change. There are four major aspects of youth programmes to be considered in a coordinated manner, viz., development, mobilisation, organisation and utilisation of the youth to promote their involvement and participation in developmental activities. These cover both the student youth, who are mainly in secondary and higher educational institutions of various categories, and the non-student youth. There are a number of youth programmes under implementation by different agencies in the Government and non-Government sectors.

The general approach to, and details of, an integrated strategy for youth development need to be considered in a wider perspective than the Education Plan. It is, no doubt, important to coordinate the several programmes among the different agencies and at all levels into an integrated conceptual framework. The guiding principles in this regard should be (a) provide greater equality of opportunities to all among the youth, (b) liberate their talent which is now lost to the society (c) ensure a higher average level of relevant basic skills and education through work and service (d) enable a smooth transition from childhood through adolescence to adulthood as well as from schools to the world of work and service and (e) channelise their energies, idealism and healthy aspirations towards developmental tasks, projects and programmes. A national youth policy needs to be formulated early.

It is understood that Planning Commission is separately considering the several issues relating to the involvement of youth in national development through opportunities for gainful employment and work participation. The ongoing special programmes under Education for the student youth and the non-student youth, e.g., National Service Scheme, Nehru Yuvak Kendras, National Service Volunteer Scheme, etc., would be taken into account and suggestions made for their future development and expansion.

VIII.

SPORTS, GAMES AND PHYSICAL EDUCATION

8.1. The programmes for the development of sports, games, including indigenous games, and physical education have to be strengthened with a view to enlarging the mass base for improving national physical well being and to promote excellence in competitive events. These will include adequate programmes for augmenting physical facilities, training of personnel and spotting and nurturing talent. The facilities created by local bodies, educational institutions, sports bodies, State and Central Governments and voluntary organisations will all be optimally utilised for a comprehensive programme of development. The existing programmes for training of coaches and physical education teachers will be strengthened to improve the sources available with educational institutions, Sports Federations, State Sports Councils and others. The existing programmes for assisting coaching camps, procurement of sports equipment and facilitating participation in international tournaments will continue. It is necessary to strengthen the existing schemes of spotting promising talent in different sports disciplines at a young age for nurturing into excellence. For this purpose, consideration will be given to creation of special facilities in selected institutions for nurturing sports talent without detriment to the normal requirements of general education. At the village and rural level, full utilisation will be made of existing institutions such as traditional 'akharas', kalaris, etc. Mass media should be made use of for promotion of physical fitness which is so fundamental for the well being of the nation as a whole. Programmes will have to be designed, tested and implemented.

## IX. DEVELOPMENT OF LANGUAGES

9.1. A number of programmes are in operation for the development of (a) All languages listed in the 8th Schedule of the Constitution including tribal and border languages used in India; (b) Hindi as a link language; (c) Classical languages viz., Sanskrit, Arabic, Persian, etc; (d) Urdu; and (e) English and other foreign languages. A number of institutions have been established such as the Central Institute of Indian Languages, Rastriya Sanskrit Sansthan, Kendriya Hindi Sansthan, The Central Hindi Directorate, Bureau for the Promotion of Urdu, Central Institute of English and Foreign Languages.

Apart from schemes implemented by Government agencies directly, there are schemes of assistance to voluntary organisations. While recommending continuance of these programmes, the Working Group would like to stress the need for adequate linking amongst the language institutions of the kind referred to above and also between these institutions and the different systems of formal and non-formal education.

## X. BOOK PROMOTION:

10.1 Books have for long demonstrated their effectiveness not only as the most effective instrument for and an indicator of the progress of society. Efforts have been made in the past to improve the quality of books, especially textbooks, through setting up of autonomous textbook corporations and at the same time bringing out at reduced costs so as to be within easy reach of our students and ordinary readers. Special efforts have been made to promote book-mindedness and to produce books specially for children. Measures have also been taken to produce university level books in regional languages. These efforts would have to be continued in the Sixth Plan.

In spite of the efforts to produce textbooks of good quality at low cost on account of escalation remain out of the reach of students of economically weaker sections of the society. The scheme for making available white printing paper at concessional rates for production of textbooks at low prices has to be continued and broadbased to ensure access of these books to all sections of student population. The scheme of book banks would have to be stabilised and strengthened to ensure the availability of textbooks to the economically weaker sections of the student population.

The production of well illustrated books for children would require greater attention. The scheme for making available low cost editions of standard university books and reference material of foreign origin to Indian students at reasonable low prices may be continued. Market research and surveys will be carried out in order to provide need-based material for widest possible circulation. The potential for book exports need to be fully exploited in cooperation with the Indian Book Publishing industry and others concerned.

The scheme under which books in one Indian language are translated and published in other major Indian languages to promote cultural and national integration, must become broadbased and popular. The books brought out by the National Book Trust of India to create awareness among the people about national and cultural heritage and to promote scientific outlook should be continued and diversified. To cater to the needs of people in rural areas for reading materials, surveys may be undertaken to ascertain their requirements. On the basis of data collected, a programme of book development ~~based~~ to their needs may be formulated. Suitable training programmes for producers of books and for translators and others employed in the book publishing programme should be organised to strengthen the Book Promotion Programme.

## XI. SCHOLARSHIP PROGRAMMES

11.1. The Government's approach on scholarships will continue to be guided by the considerations that

- (a) no brilliant student is compelled to give up his academic career on account of poverty; and
- (b) to achieve greater equalisation of educational opportunities by assisting potential talent from the rural areas and weaker sections.

11.2. The Working Group took note of the various scholarship schemes operated by the Ministry of Education and the State Governments, like the National Scholarships Scheme, the National Loan Scholarship Scheme, the Rural Talent Scholarship Scheme, the Merit Scholarship Scheme, the National Talent Search Scheme etc. While noting that many of these schemes have been in operation for more than a decade and have continued to grow in coverage, the Group felt that the scholarship schemes specifically meant for the economically weaker sections must be expanded further during the Sixth Plan period also. It, therefore, recommends that the National Scholarships Scheme as well as the Rural Talent Scholarship Scheme must among others be further expanded. The Group also advises evaluation of the on-going scholarship programmes to enable strengthening of these programmes by corrections wherever indicated. The Group also took note of the fact fixed some years ago and having regard to the price increase in recent years, require revision.

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## TECHNICAL EDUCATION

12.1 An extensive infrastructure of facilities has been created for technical education at diploma, degree and post-graduate levels as well as for the supporting services like teacher education and curriculum development. As a result, the system is in a position to admit annually 20,000 students for diploma level courses, 25,000 for first degree and over 6,000 students for post-graduate level courses in the several branches of engineering and technology. It also provides facilities for management education and for courses in specialised fields of industrial engineering, forge and foundry technology, planning and architecture etc. In the Sixth Plan, the emphasis would be on:-

- (i) consolidation and optimum utilisation of the existing facilities;
- (ii) identification of critical areas and creation of necessary facilities for education in emerging technologies in the light of a proper assessment of future manpower requirements;
- (iii) improvement of quality of education; and
- (iv) the furtherance of national efforts to develop and apply science and technology as an instrument of country's socio-economic progress.

12.2 Efforts towards consolidation would seek to ensure completion of development schemes initiated in the earlier plans, modernisation of, and removal of obsolescence in laboratories and workshop facilities and reduction in wastage so as to bring existing courses and facilities beyond the critical level for optimum utilization. Provision will be made to give continuing support to the Centres of Advanced Study already established in the Institutes of Technology/Universities, strengthening inter-disciplinary work and to develop extension facilities for part-time and/or short term continuing education programmes for personnel already in employment.

12.3 The present system with necessary adjustment in its capacity utilization and appropriate shifts in disciplinewise intake is capable of meeting the likely future manpower requirements during the next ten years. It is nonetheless necessary to review the manpower requirement periodically, State-wise and speciality-wise, and to specify, taking into

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account the lead time involved, educational efforts required to be initiated to meet future needs. Suitable mechanisms for this purpose would need to be established including manpower cells in the States and at the Centre for collection, storage, updating and processing of manpower data on a disaggregate basis.

12.4 In the light of manpower gaps which have already been identified, facilities would be developed for education in computer science/technology, maintenance engineering, instrumentation sciences and product development. Centres for Advanced Study and research would also be set up in selected institutions in such emerging technologies as bio-conversion, laser technology, micro-processor development and applications, fibre optics and optical communication, remote sensing technology, energy systems, reliability engineering and atmospheric sciences. The major recommendations of two recent Committees, which went into the several aspects of post-graduate education and research in engineering and technology and of foreign technical assistance in technical education would provide guidelines for further expansion of facilities for higher technical education in the Sixth Plan and to coordinate them with the national science and technology programmes of other agencies.

12.5 Programmes for improvement of quality of teaching and maintenance of standards of technical education would be continued and strengthened. The development of institutional network between well-established institutions/departments and the developing areas through an internal technical assistance programme will be given higher priority. Structured linkages will be evolved and strengthened for the industry-institutional inter-action on the lines recommended by the Committee on Post-graduate Education and Research in Engineering and Technology. Emphasis will be given to develop special programmes to help the weaker sections, and institutions, if necessary, will be established in rural and backward areas.

12.6 Development of effective and productive interaction of technical institutions with their neighbourhood community for the solution of societal development problems of immediate and future relevance is also an equally important and significant area. This would involve formulation and implementation of schemes in cooperation with other development agencies at the area level. Technical institutions would continue to assist through extension services, the industrial research, development and consultancy services, and extension activity, promotion of indigenous technology, transfer of technology to rural areas.

12.7 The extensive facilities and expertise already developed in the field of technical education will be utilised to provide consultancy to developing countries through T.C.D.C. programmes or otherwise. This would involve, among other things, the development of an appropriate mechanism to create and disseminate knowledge in the various fields of technical education including planning, establishment of institutions, faculty development, curriculum development, laboratory development, equipment procurement improvement of quality and standards etc.

XIII. CULTURE

13.1 In the past, the programmes in the field of culture have been mainly concerned with the development of institutions of culture in the field of archaeology, archives, museums, libraries, literary, plastic and performing arts and oral traditions etc. While, no doubt, many of those institutions have been able to contribute to the emergence of cultural awareness within the country at various levels and to the conservation of our cultural heritage, there has as yet been no serious efforts to recognise culture as a basic concept to be integrated with all activities of development and particularly the educational efforts at all levels. The place of pride in the area of cultural planning must go to efforts to democratise culture and make it a part of the programme of human resources development in the country. It is with this object in view that proposals have been made in the Sixth Plan to incorporate cultural elements at all levels and in all systems of education, formal and non-formal. In fact, the integration of the cultural elements in the system of education may be the best means of making education relevant and meaningful. Such an integration would also enable the educational system to draw upon the vast educational sources available in the community and help the pupil to develop personality without getting alienated from his socio-cultural environment and identify his own role in the promotion of our national value system. The integration of culture elements in the educational system will make culture a way of life for the people, instead of remaining as exclusive leisure-time activity of the fortunate few.

The integration of cultural elements in the curricula and co-curricula aspects of the educational system at various levels will have to be carefully done keeping in view the cultural diversity and pluralism of the country and the need to promote national outlook and integration. The linking of educational institutions at all levels with the various specialised institutions and agencies, which have come up in the area of cultural activities, and the rich sources of cultural heritage in our country which have considerable educational value, is a very important aspect of educational reform. This programme should receive priority in the cultural plans of States and the Centre. The Department of Culture, at the Centre, may be required to closely guide and assist, in collaboration with the concerned State agencies and institutions like University Grants Commission, National Council of Educational Research and Training, the Akademies and Central Board of



Secondary Education, the programme of integration of cultural elements in the formal and non-formal systems of education. The Sixth Five Year Plan should see the first concerted effort in this regard and to bring culture into the life of the citizens of the country through its integration with educational system and its sub-systems.

Besides this, the cultural Plan should provide for schemes (i) for preservation of cultural heritage such as monuments, manuscripts, rare libraries, oral traditions, ancient forms of art and crafts, ancient languages, scripts and literary forms (ii) for the development of Research and Training in various fields and (iii) for the study of cultural remains of the neighbouring countries with a view to obtaining a comprehensive idea of Indian Culture. It must give special attention to the development and preservation of folk-lore and folk art.

The conservation of our rich heritage must be ensured through development and adoption of scientific methods and systematised programme of documentation and cataloguing. Collaboration in this area with institutions of higher education could be very fruitful. Dissemination of the knowledge relating to our heritage both of monuments/manuscripts and human repository of rural and urban audience must also figure prominently in the cultural plans with a view to creating channels of communication between the rural and urban levels of Indian society and amongst different regions of India. Mass media can play a very important role in these efforts. The main objective of the programme must be to promote national pride and cultural identity and foster national integration and greater understanding between and amongst different groups and peoples of India.

XIV. TOWARDS MORE EFFECTIVE IMPLEMENTATION

14.1. The various programmes of educational development and renovation detailed in the preceding sections calls above all, for a high quality of leadership - both institutional and individual - in all spheres of educational policy, planning and implementation. While allocation of funds is important, it is not by funds alone that the tasks could be achieved. There are many problems in the current situation which have been inherited over the years such as rigidity of rules and procedures and administrative practices, over-centralisation, lack of accountability, problems of indiscipline, poor morale, etc. which hamper optimisation of achievement even within the context of existing educational structures and objectives. The new thrusts and changes recommended on the other hand, call for a much higher order of capabilities both in terms of leadership and in terms of policy formulation, planning, administering, monitoring and evaluation. The staff structures and norms as well as workloads have to be carefully reviewed in the context of the emerging tasks in order to ensure on the one hand, that there is no over-staffing, and on the other hand, programmes are not adversely affected on account of inadequate administrative support. In this context the main task during the coming Plan would be as under:-

(a) Strengthening of administration

A review of existing administrative structures including machinery for planning, monitoring and evaluation. This would be aimed at making the existing structures more functional and strengthening them wherever necessary, particularly for building up planning, monitoring and evaluation capabilities at district, state and national levels. Procedures for concurrent monitoring and evaluation would need to be instituted at every level and linked to corrective action.

(b) Improvement in management capabilities

Programmes for training of educational planners and administrators should be strengthened with a view to building up capabilities at State levels so that quality of planning and management in all sectors of education is improved considerably. For this purpose, a series of training programmes both inservice and pre-service will need to be organised along with correspondence education in planning and administration. Facilities should also be available for field visits to assist in direct observation of innovations in the field of education.

(c) Strengthening of professional associations

Strengthening of leadership of professional associations of teachers in various disciplines etc. will be another important element in the strategy of educational reform. Existing professional associations should be strengthened and new associations promoted for this purpose.

(d) Institutional planning at all levels should be encouraged and educational supervision should be strengthened through establishment of school complexes and other methods considered appropriate.

(e) There is need to professionalise management of education and education systems. Suitable programmes for this purpose will have to be developed.

In short, a major effort of the new Five Year Plan would be towards improving the efficiency of and effectiveness of planning and administration and of securing greater results from given investments enabling the preparedness of educational system to meet the growing challenges of the present and the future.

XV. OUTLAY FOR THE SIXTH PLAN, 1980 - 85

15.1. The implementation of the various programmes outlined in this document will involve a very considerable outlay. For instance, the target of universalisation of elementary education will require approximately Rs.1500 crores. In addition, even if provision is made to clear only for half the backlog of deficiency on school facilities, an investment of Rs.500 crores will be needed. Further, an investment of Rs.25 crores will be the minimum to support a very modest programme to start pre-school education as a Plan programme. The various programmes of secondary education are estimated to require an outlay of Rs.450 crores. The University Grants Commission have indicated, in their document presented to the Working Group, a requirement of over Rs.600 crores for University and Higher Education. A high-powered Review Committee, which recently studied the National Adult Education Programme launched by the previous Government, has estimated that covering a target group of 6 crores of adults would involve an expenditure of about Rs.900 crores. Another high-powered Committee, which recently reviewed Post-Graduate Technical Education, has identified the need for substantial investments in Technical Education for improving the quality of higher technical education providing the scientific and technical manpower needs towards achieving self-reliance. In addition to the above, outlays on scholarships have to be substantially increased, not only to improve access of socially and economically disadvantaged groups to the education system at various levels, but also to revise scholarships values to take care of price increases. Added to this will be the investments needed to reflect the stress proposed on in physical education, sports, youth services, art and culture and book promotion and languages, strengthening Plan implementation, **monitoring and improvement** of management capabilities in the educational sector.

15.2. It is likely that Plan resources may not be available to take up for implementation all that has been envisaged here. It is, however, necessary that investments in education are not sub-critical considering the crucial role that education plays in national development and goals and **tasks** for education planning identified in this document. In the Fourth and the Fifth Plan periods, outlay on education had averaged 3% of the national income. It is the considered view of the Working Group that investment in education should be stepped up at least to 6% of the national income, as envisaged in the National Policy on Education Resolution 1968. But considering the low rate of investment in the preceding two Plan periods, it may be difficult to reach 6% during one Plan period. An exercise has been carried out to determine a Plan outlay for education in the Sixth Plan, which will provide an adequate base for achieving the desired level of investment in education by the end of the Seventh Plan. This figure comes to Rs.3500 crores.

The Working Group feels that the Sixth Plan should provide this minimum order of outlay for education.

15.3. In the statement at Annexure V, a tentative sectoral break-up for Rs.3500 crores has been suggested. The statement also identifies certain programmes and certain critical areas, for which outlays must be ensured and protected in keeping with their significance and importance to the achievement of the specific goals and tasks in the educational system, as envisaged in this report as well as the long term national goals particularly in science and technology and in achieving technological self-reliance.

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ANNEXURE - I

ENROLMENT IN CLASSES I-V IN 1973-74 & 1978-79

(In 000's)

S T A T E S/ UNION TERRITORIES	1973-74			1978-79			ADDITIONAL DURING 1974-79		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2	3	4	5	6	7	8	9	10	11
• Andhra Pradesh	2375	1598	3973	2901	2024	4925	526	426	952
• Assam	923	634	1557	1089	793	1882	166	159	325
• Bihar	3180	1173	4353	4482	1826	6308	1302	653	1955
• Gujarat	2107	1315	3422	2323	1546	3869	216	231	447
• Haryana	723	319	1042	788	385	1173	65	66	131
• Himachal Pradesh	254	166	420	290	204	494	36	38	74
• Jammu & Kashmir	260	130	390	306	168	474	46	38	84
• Karnataka	2062	1525	3587	2329	1769	4098	267	244	511
• Kerala	1754	1612	3366	1628	1520	3148	-126	-92	-218
• Madhya Pradesh	3138	1586	4724	3032	1418	4450	-106	-168	-274
1. Maharashtra	3736	2564	6300	4522	3351	7873	786	787	1573
2. Manipur	137	96	233	112	89	201	-25	-7	-32
3. Meghalaya	82	79	161	94	92	186	12	13	25
4. Nagaland	54	41	95	61	48	109	7	7	14
• Orissa	1436	833	2269	1611	1001	2612	175	168	343
5. Punjab	1059	789	1848	1134	916	2050	75	127	202
7. Rajasthan	1610	491	2101	1949	626	2575	339	135	474
8. Sikkim				23	15	38	.....N.A.....		
9. Tamil Nadu	3039	2353	5392	3377	2744	6121	338	391	729
0. Tripura	118	79	197	122	87	209	4	8	12
1. Uttar Pradesh	6336	3207	9543	6336	3207	9543	-	-	-
2. West Bengal	3310	2152	5462	3350	2428	5778	40	276	316
<b>TOTAL (STATES)</b>	<b>37693</b>	<b>22742</b>	<b>60435</b>	<b>41859</b>	<b>26257</b>	<b>68116</b>	<b>4143</b>	<b>3500</b>	<b>7643</b>
3. A. & N. Islands	9	6	15	13	11	24	4	5	9
4. Arunachal Pradesh	22	8	30	34	16	50	12	8	20
5. Chandigarh	20	16	36	19	16	35	-1	-	-1
6. Dadra & Nagar Haveli	7	3	10	8	5	13	1	2	3
7. Delhi	251	215	466	339	284	623	88	69	157
8. Goa, Daman & Diu	72	57	129	80	66	146	8	9	17
9. Lakshadweep	3	2	5	4	3	7	1	1	2
10. Mizoram	35	32	67	35	33	68	-	1	1
11. Pondicherry	35	27	62	41	33	74	6	6	12
<b>TOTAL (U/Ts.)</b>	<b>454</b>	<b>366</b>	<b>820</b>	<b>573</b>	<b>467</b>	<b>1040</b>	<b>119</b>	<b>101</b>	<b>22</b>
<b>GRAND TOTAL (STATES/ U.Ts.)</b>	<b>38147</b>	<b>23108</b>	<b>61255</b>	<b>42432</b>	<b>26724</b>	<b>69156</b>	<b>4262</b>	<b>3601</b>	<b>786</b>

Source - Third and Fourth Educational Surveys for 1973-74 & 1978-79 figures respectively.

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ANNEXURE - II

ENROLMENT IN CLASSES VI-VIII IN 1973-74 & 1978-79

Sl. No.	S T A T E S / UNION TERRITORIES	1973-74			1978-79			ADDITIONAL DURING 1974-79		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8	9	10	11
1.	Andhra Pradesh	527	245	772	702	343	1045	175	98	2
2.	Assam	268	160	428	313	200	513	45	40	
3.	Bihar	780	166	946	800	193	993	20	27	
4.	Gujarat	502	272	774	674	394	1068	172	122	2
5.	Haryana	269	85	354	327	108	435	58	23	
6.	Himachal Pradesh	98	35	133	144	48	162	16	13	
7.	Jammu & Kashmir	100	35	135	103	47	150	3	12	
8.	Karnataka	493	269	762	619	357	976	126	88	2
9.	Kerala	606	527	1133	853	752	1605	247	225	4
10.	Madhya Pradesh	571	182	753	857	286	1143	286	104	3
11.	Maharashtra	911	461	1372	1253	695	1948	342	234	5
12.	Manipur	29	14	43	31	20	51	2	6	
13.	Meghalaya	15	12	27	18	15	33	3	3	
14.	Nagaland	12	8	20	15	11	26	3	3	
15.	Orissa	261	98	359	347	154	501	86	56	1
16.	Punjab	325	181	506	412	256	668	87	75	1
17.	Rajasthan	419	90	509	534	125	659	115	35	1
18.	Sikkim				3	1	4	.....	N.A.	.....
19.	Tamil Nadu	846	492	1338	1063	640	1703	217	148	3
20.	Tripura	26	17	43	31	21	52	5	4	
21.	Uttar Pradesh	1696	415	2111	1696	415	2111	-	-	
22.	West Bengal	704	397	1101	728	468	1196	24	71	
	TOTAL (STATES)	<u>9458</u>	<u>4161</u>	<u>13619</u>	<u>11493</u>	<u>5549</u>	<u>17042</u>	<u>2032</u>	<u>1387</u>	<u>34</u>
23.	A. & N. Islands	3	1	4	4	3	7	1	2	
24.	Arunachal Pradesh	2.5	0.5	3	5	2	7	2.5	1.5	
25.	Chandigarh	7	7	14	10	8	18	3	1	
26.	Dadra & Nagar Haveli	0.7	0.3	1	1	0.5	1.5	0.3	0.2	
27.	Delhi	134	97	231	170	124	294	36	27	
28.	Goa, Daman & Diu	23	15	38	31	24	55	8	9	
29.	Lakshadweep	1.0	0.3	1.3	1	1	2	-	0.7	
30.	Mizoram	11	8	19	11	10	21	-	2	
31.	Pondicherry	12	7	19	17	11	28	5	4	
	TOTAL (U./Ts.)	<u>194.2</u>	<u>136.1</u>	<u>330.3</u>	<u>250</u>	<u>183.5</u>	<u>433.5</u>	<u>55.8</u>	<u>47.4</u>	<u>10</u>
	GRAND TOTAL (STATES & U./Ts.)	<u>9652.2</u>	<u>4297.1</u>	<u>13949.3</u>	<u>11743</u>	<u>5732.5</u>	<u>17475.5</u>	<u>2088</u>	<u>1434</u>	<u>35</u>

\*Source:- Third and Fourth Educational Surveys for 1973-74 & 1978-79 figures.

## TARGETS OF ENROLMENT IN CLASSES I-V - 1984-85

(Enrolment figures - 000's)

Sl. No.	S T A T E UNION TERRITORY	LIKELY ENROLMENT 1979-80			ADDITIONAL ENROLMENT 1980-85			LIVELY POSITION 1984-85			GROSS ENROLMENT RATIO 1984-85		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
	1	2	3	4	5	6	7	8	9	10	11	12	13
1.	Andhra Pradesh	3000	2130	5130	520	600	1120	3520	2730	6250	110	91	101
2.	Assam	1150	830	1980	300	300	600	1450	1130	2580	93	75	84
3.	Bihar	4700	2200	6900	400	1300	1700	5100	3500	8600	110	83	96
4.	Gujarat	2360	160	3960	40	460	500	2400	2060	4460	110	101	105
5.	Haryana	800	400	1200	100	200	300	900	600	1500	105	74	90
6.	Himachal Pradesh	295	210	505	-	10	70	295	280	575	128	108	117
7.	Jammu & Kashmir	300	180	510	77	100	177	407	280	687	130	75	92
8.	Karnataka	2400	1820	4220	240	400	640	2640	2220	4860	110	98	104
9.	Kerala	1664	1565	3229	-	-	-	1664	1565	3229	100	100	100
10.	Madhya Pradesh	3200	1600	4800	600	500	1100	3800	2100	5900	97	58	78
11.	Maharashtra	4695	3497	8192	-	300	300	4695	3797	8492	128	110	120
12.	Manipur	112	89	201	-	-	-	112	89	201	112	88	100
13.	Meghalaya	107	94	201	-	8	8	107	102	209	116	110	113
14.	Nagaland	61	48	109	-	2	2	61	50	111	133	111	122
15.	Orissa	1655	1025	2680	300	300	600	1955	1325	3280	110	80	96
16.	Punjab	1157	963	2120	-	30	30	1157	993	2150	119	110	115
17.	Rajasthan	2020	660	2680	500	250	750	2520	910	3430	101	38	71
18.	Sikkim	24	15	39	-	-	1	24	16	40	160	107	133
19.	Tamil Nadu	3427	2794	6221	-	1	-	3427	2794	6221	127	111	119
20.	Tripura	125	92	217	25	25	50	150	117	267	103	80	91
21.	Uttar Pradesh	6370	3300	9670	700	1500	2200	7070	4800	11870	97	70	84
22.	West Bengal	3360	2485	5845	200	500	700	3560	2985	6545	89	80	84
	TOTAL (STATES)	43012	27597	70609	4002	6846	10848	47014	34443	81457	106	83	94
23.	A. & N. Islands	14	12	26	-	1	1	14	13	27	117	108	115
24.	Arunachal Pradesh	36	18	54	8	10	18	44	28	72	110	72	91
25.	Chandigarh	19	16	35	14	18	32	33	34	67	110	110	110
26.	Dadra & Nagar Haveli	8	5	13	-	2	2	8	7	15	160	117	136
27.	Delhi	344	304	648	52	114	166	396	418	814	110	110	110
28.	Goa, Daman & Diu	80	68	148	-	3	3	80	71	151	123	109	116
29.	Lakshadweep	4	3	7	-	-	-	4	3	7	200	150	175
30.	Mizoram	35	33	68	-	-	-	35	33	68	130	127	128
31.	Pondicherry	41	35	76	-	3	3	41	38	79	120	109	114
	TOTAL (U./Ts.)	581	494	1075	74	151	225	655	645	1300	114	108	111
	GRAND TOTAL (STATES & U./Ts.)	43593	28091	71684	4076	6997	11073	47669	35088	82757	106	83	95



## TARGETS OF ENROLMENT IN CLASSES VI-VIII - 1984-85

Sl. No.	STATE/ UNION TERRITORY	LIKELY ENROLMENT 197-85			ADDITIONAL ENROLMENT 1980-85			LIKELY POSITION 1984-85			GROSS ENROLMENT RATIO 1984-85		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	Andhra Pradesh	750	365	1115	300	200	500	1050	565	1615	54	31	43
2.	Assam	320	210	530	100	00	200	420	310	730	50	38	44
3.	Bihar	810	200	1010	250	200	450	1060	400	1460	40	16	28
4.	Gujarat	710	420	1130	200	200	400	910	620	1530	72	51	62
5.	Karnataka	330	123	455	100	00	150	432	173	605	86	37	62
6.	Madhya Pradesh	118	52	170	70	20	90	128	73	201	92	51	72
7.	Jammu & Kashmir	105	50	155	20	20	40	125	70	195	62	34	48
8.	Karnataka	650	370	1020	225	150	375	875	520	1395	62	39	51
9.	Kerala	900	800	1700	60	80	140	960	880	1840	96	95	95
10.	Madhya Pradesh	900	300	1200	500	200	700	1400	500	1900	61	24	43
11.	Madhya Pradesh	1363	769	2132	400	300	700	1763	1069	2832	79	50	65
12.	Manipur	31	21	52	10	10	20	41	31	72	75	52	63
13.	Mizoram	22	18	40	8	6	14	30	24	54	62	47	55
14.	Nagaland	16	12	28	6	6	12	22	18	40	31	67	74
15.	Orissa	390	175	565	200	100	300	590	275	865	58	29	44
16.	Rajasthan	441	294	735	100	150	250	541	444	985	93	83	89
17.	Rajasthan	575	190	765	225	100	325	800	290	1090	57	22	40
18.	Tamil Nadu	4	2	6	4	-	4	8	5	13	80	55	68
19.	Tamil Nadu	1117	685	1802	300	300	600	1417	985	2402	83	62	73
20.	Uttar Pradesh	32	22	54	10	10	20	42	32	74	48	36	42
21.	Uttar Pradesh	1800	500	2300	500	300	800	2300	800	3100	55	20	28
22.	West Bengal	800	540	1340	200	200	400	1000	740	1740	43	31	39
	TOTAL (STATES)	12186	6119	18305	3728	2705	6433	15914	8824	24738	61	36	42
23.	A. & N. Islands	0	3	3	1	2	3	6	5	11	00	71	85
24.	Arunchal Pradesh	5	2	7	5	3	8	10	5	15	50	25	38
25.	Chandigarh	10	8	18	7	7	14	17	15	32	94	83	89
26.	Dadra & Nagar Haveli	4	1	5	1	-	1	3	2	5	100	67	83
27.	Delhi	172	134	306	40	50	90	212	184	396	96	84	45
28.	Goa, Daman & Diu	32	26	58	10	10	20	42	36	78	105	88	96
29.	Lakshadweep	1.5	1	2.5	-	-	-	1.5	1	2.5	150	100	125
30.	Mizoram	13	11	24	4	7	11	17	18	35	100	94	95
31.	Pondicherry	18	14	32	3	6	9	21	20	41	100	91	95
	TOTAL (U./Ts.)	258.5	200	458.5	71	86	157	329.5	286	615.5	95	82	88
	GRAND TOTAL (STATES & U./Ts.)	12444.5	6319	18763.5	3799	2791	6590	16244	9110	25354	62	37	50

ANNEXURE V  
SUGGESTED SECTORAL BREAK-UP OF FINANCIAL OUTLAY  
FOR EDUCATION IN THE SIXTH PLAN, 1980-85.

(IN RUPEES CRORES)

Sl.No.	Sub-sectors	Sixth Plan	Remarks
1.	Elementary Education	1700	(i) At least 25% of outlay for school buildings and facilities.  (ii) Rs.25 crores for pre-school education.
2.	Secondary Education	450	(i) Rs.100 crores for vocationalisation and science education.
3.	University and Higher Education	500	Rs.100 crores for supporting science and technology programmes.
4.	Adult Education	230	
5.	Physical Education, Sports & Games and Youth Welfare.	100	
6.	Scholarships	40	
7.	Languages, Books, Adn. etc.	80	
	Sub-total GENERAL EDUCATION	3100	
8.	Art & Culture	100	
9.	Technical Education	300	Rs.100 crores for supporting S&T and manpower programmes.
	GRAND TOTAL	3500	

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