

R E P O R T  
OF  
THE WORKING GROUP ON  
PLANNING AND MANAGEMENT OF EDUCATION  
(INCLUDING ART, CULTURE & YOUTH AFFAIRS AND SPORTS)  
EIGHTH FIVE YEAR PLAN

MINISTRY (OF HUMAN RESOURCE DEVELOPMENT  
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# PLANNING AND MANAGEMENT OF EDUCATION

## Introduction

Education is the means that society provides for inculcation of knowledge and development of skills, values and attitudes through institutions created for the purpose. It is also the principal instrument for peaceful, pervasive and lasting social change. It extends beyond formal structures and institutions to non-formal, continuing and life-long learning. Education must be linked with the multiple goals of development for which skillful planning is essential. For the plans to be effectively implemented appropriate management structures are necessary.

The Indian Education System has made tremendous achievements over the past four decades but it is beset with diverse problems. These problems are sought to be solved through taking stock of the position from time to time, enunciating new national policies for education, and implementing these policies in spite of severe constraints, particularly resources.

The National Policy on Education 1968 was the first comprehensive attempt at policy making but, as admitted in the National Policy on Education (NPE) 1986, many of the recommendations were not implemented largely due to the fact that a detailed programme of action was not drawn up, specific responsibilities were not assigned and adequate financial and organisational support not provided. Consequently the problems such as access, quality and quantity of education, lack of relevance and inadequacies of financial resources have multiplied over the years.

Listed below are some of the problems and constraints with which the present education system is handicapped:

### 1. Structural constraints

- Centralised, bureaucratic and non-participative planning and management system.

- There is no Apex Body for overall co-ordination. The Central Government's writ is by and large, only in money-giving in respect of school education. There is no systematic intervention.
- Inadequate structures, particularly of planning and management at the field level.
- Excessively wide span of supervision.

2. Process deficiencies

- Centre-State relationships: the roles and responsibilities of each are not clearly defined.
- Lack of communication within/with other departments and non-governmental organisations.
- Limited role of teachers' and students' organisations.

3. Knowledge/information related constraints

- Lack of knowledge and skills in modern planning and management approaches.
- Inadequate data base for planning and no data management system.
- Lack of training in quantitative analysis, data-processing and information handling.
- There is no system for collection and analysis of management data. There is a lack of quantitative and qualitative information in this field.
- Lack of training and opportunities for performance appraisal and consolidation of experience.

National Policy on Education, 1986

The cardinal principle which is the key to the National Policy on Education is that education is a unique investment in the present and the future. The NPE aims at the evolution of a National System of Education for which there should be

a meaningful partnership between the Centre and the States. Through a number of programmes detailed in the Programme of Action, the NPE seeks to remove disparities between the disadvantaged groups and others. Elementary Education continues to get over-riding priority but with a new approach - the child centred approach. Vocationalisation of Education holds the centre field in secondary education. At the higher education stage the emphasis is on consolidation of, and expansion of facilities in, the existing institutions. The potential contribution of Distance Learning is sought to be tapped effectively. A substantial space is devoted to a hitherto neglected area - planning and management of education.

The National Policy on Education, 1986 calls for an overhaul of the system of planning and management of education on a high priority basis. The guiding considerations indicated in the Policy are the following:

- a) **Evolving a long-term planning and management perspective of education and its integration with the country's developmental and manpower needs;**
- b) Decentralisation and the creation of a spirit of autonomy for educational institutions;
- c) Giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary effort;
- d) Inducting more women in the planning and management of education;
- e) Establishing the principle of accountability in relation to given objectives and norms.

If the National Policy on Education 1986 is to achieve what the earlier Policy could not, it is necessary that the same mistakes should not be repeated. The Programme of Action is a detailed action plan which

clearly apportions responsibility, but there is a real danger that the Programme of Action is being taken as the final document. The introduction to the Programme of Action clearly states that it is meant to provide an indication of the nature of actions which will be needed in order to implement the directions of the Policy. "It provides a broad strategy within which detailed schemes will be subsequently drawn up.....A certain amount of flexibility is assumed which will help the implementing agencies in tailoring the Programme of Action to suit their contexts."

There was an unprecedented step up in Plan funds at the Government of India level during 1987-88 (from Rs. 352 crores to Rs. 800 crores). Studies have been undertaken, primarily by NIEPA, based on Expert Group discussions, to suggest organisational changes for more effective management of education. For the first time, the Planning Commission has set up a Working Group to advise on the Planning and Management of Education. But we should not be complacent, because the Programme of Action has to be implemented more effectively; resources again are far less than required and organizational changes in a large country like ours are difficult to bring about. During 1988-89 there was not even a symbolic increase of 1% over the previous year's Central Plan outlay and in 1989-90 there is just a marginal increase. There is a growing disillusionment with the National Policy on Education, 1986 which does not reflect on the Policy itself, but on its implementation. The implementation of the policy should be taken up with the sense of urgency.

At this point it is useful to study the tables at Annexures 1, 2 and 3 to appreciate the gap that exists between the original targets and what is likely to be achieved by the end of the 7th Plan.

The Working Group on Planning and Management of Education discussed these guiding considerations indicated in the Policy in the context of the Terms of Reference prescribed by the Planning Commission. It was of the opinion that the objectives before the Working Group could be efficiently addressed by constituting four Sub-groups each one concentrating on a crucial issue. The issues identified were:

- i) Alternative strategies for Planning and Management of Education.
- ii) Involvement of non-governmental organisations including voluntary agencies in education.
- iii) Implications of a National System of Education.

- iv) The role, functions and structure of Planning and Management Bodies for supporting Education at the National and State levels.

The reports of the sub-groups were discussed by all the Members of the Working Group. The Working Group met on the 24th October and 11th November 1988 and again on the 16th February and 19th April, 1989. See Annexure 4 for the composition of the Working Groups, Annexure 5 for the composition of the Sub-Groups and Annexure 6 for the Terms of Reference. The report that is presented now has the approval of the Working Group. Alternative Strategies for Planning and Management of Education

Equity, quality and relevance are crucial in planning the development of the educational system. Elementary education spanning the first eight years of schooling is the most critical stage, for it is during this period that the basic skills of reading, writing and reasoning are acquired. The removal of adult illiteracy and spread of vocationalisation of education also have a significant impact on productivity and well being of the masses. Programmes of early childhood care and education are of great importance. They have demonstrated their usefulness in developing human resources and should therefore form an important input, both as a feeder and support programme for primary education and universalisation of elementary education and as a social measure for disadvantaged sections of society. In all models of early childhood care and education programmes, the component of training for all levels of functionaries should become an important input, along with a system of monitoring and evaluation. In such a gigantic enterprise past experience has demonstrated the need for flexibility, innovations and the involvement of the entire administrative, political and voluntary apparatus.

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The Directive principles of the constitution of providing free and compulsory education for all upto the age of 14 years should become an irrevocable article of faith and the unqualified first priority. We should move towards universal enrolment and also universal retention by building around the child an educational programme relevant to the needs of children. This demands greater flexibility and freedom for individual institutions in structuring their programmes most suited to a given environment. This demands multi-level, multi-dimensional planning involving the local community.

The policy relating to secondary education implies both extension and consolidation of existing facilities. Emphasis should shift towards providing requisite physical facilities in rural secondary schools and providing for vocational orientation and also opportunities for gifted children and high achievers to pursue their studies. All high achievers in rural areas cannot possibly go to Navodaya Schools and as such excellence and relevance should be built into other secondary schools generally.

Vocationalisation of secondary education will not become meaningful unless the key social hurdle of its acceptance by the parents is removed, by making some skill development and work experience obligatory for everyone and with opportunities for opting for more skill based courses by those who opt for it with aptitude. The structure and diversity of programmes essential for a successful vocationalisation programme needs to be planned in co-operation with local entrepreneurs; small industry associations and business. Planning towards these ends also requires adequate organisational structure at central and state levels and development of viable linkages between the general education system and middle level employment system on local and regional basis, and also facilitating the employment/self employment of the output products through proper recruitment and other procedures.



India has a very large system of higher education. The National Policy on Education, 1986 stresses the need to consolidate and also to impart necessary dynamism and educational reforms in programmes of teaching at the higher education stage, training and research. However, much depends on the extent of autonomy which the individual institutions in the system can exercise and the efficiency of the management patterns. The national policy calls for protection of the system from deterioration. Development of autonomous colleges along with diversification and restructuring of academic programmes should be vigorously pursued in order to bring in relevance, utility and to achieve excellence. An accreditation council for autonomous colleges should be set up, by amending the UGC Act and powers should be bestowed upon it for recognition of degrees awarded by autonomous colleges, thus freeing such colleges from the affiliating system. In due course some of the colleges could be declared as unitary deemed universities.

The open universities and distance education programmes designed for greater access to higher education, for innovativeness and flexibility should go beyond offering the same type of academic programmes as the formal institutional system of colleges and universities. Instead of being merely repetitive, their programmes should expand the diversity of offerings and be accepted in their own right as alternative programmes of human resource development and manpower training in emerging areas of employment systems. Vertical and horizontal linkages should get established between the open university system and general higher educational institutions. There should be a Consortium approach between the Open University and institutions of higher learning. IGNOU must be provided with funds and other resources to intervene in relation to other institutions coming up.

Technical and management education have received considerable emphasis in successive Five Year Plans and therefore have expanded in an unprecedented manner. This

very growth has brought to the fore several major challenges such as greater coverage, improvement in productivity and its relevance to changing socio-economic, industrial and technological advances. The AICTE has to shoulder this responsibility in a more significant manner, and also regulate expansion of technical education with reference to manpower needs. Institutional autonomy and innovative programmes should be emphasized along with research and developmental efforts.

The National Policy on Education poses a challenge to the process and approaches to management of the educational system in the country. The management of such a system in the present context of little accountability in terms of resource utilisation, result achievement, quality control and concern for relevance and excellence, is complex and even conflicting. It is in this context that the national policy calls for decentralisation. In order to make the system work more effectively and to achieve its objectives systematically various types of management inputs are needed. Some of these are:-

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- Manpower Planning and Forecasting;
- Project Planning, Execution and Monitoring;
- General Systems Management;
- Personnel Management;
- Finance Management;
- Institutional Management;
- Information Systems with use of computers;
- Innovation and Management of change.

These inputs should be made available to educational institutions through well defined training programmes to be undertaken by reputed training institutions in the country. However, training is not the sole answer to the problem because before training is organised, there should be a clear understanding of nature of problems to be tackled, systems to be tackled and resource allocations should be known sufficiently ahead of time.

The approaches and specific directions so well delineated in the Programme of Action need to be translated into specific quantified targets for achievement in all sectors of education in the VIII Plan. Along with this, sufficient allocation of resources should be ensured, if optimum results are to be achieved. The Planning mechanism should, therefore, lead to reasonably precise and achievable action programmes of educational development in the Eighth Plan.

The Indian Education System, particularly higher professional education, is characterised by very negligible tuition fees although the students pay large sums for coaching in tutorials and on capitation fees or donations. This means that the people are willing to pay for education and when they pay they will demand value for money. Therefore while opposing commercialization, the Group strongly supported charging of higher fees. The fees paid will help relieve the serious resource crunch that exists. It will also help to prevent the siphoning of resources to the parallel system of tutorials. However, the responsibility for financing elementary education and adult education should squarely rest with the State. Also the State should continue to help those in higher professional education system who are financially and socially disadvantaged.

Even though the resources for education are inadequate, they need to be governed by economic processes so that they can be scientifically utilised and that adequate returns for the investments made are obtained. There is much wastage in expenditure at present. To remedy this, the education system must squarely face the following issues relating to cost:

1. Cost effectiveness
2. Cost sharing
3. Awareness of market forces.

Industries and business organisations should share the costs of training of the manpower required. The existing pattern of grant-in-aid should be reviewed to bring in greater investment by private concerns and cost sharing by students and parents for the education received. While commercialisation of education is to be prevented, private individuals or trusts genuinely interested in education should be allowed to run educational institutions particularly at the secondary and higher education levels. The money so saved can be spent on improving the quality of Government schools especially elementary schools in the rural areas and urban slums.

The new alternatives would be to encourage more self-financing private institutions through a regulated rational fee structure. In certain States private institutions are permitted to charge fees but a ceiling is imposed for each stage of education. However, adoption of this alternative requires a reinforcement between the educational system and the nation's political will to experiment with alternative systems for educational financing. It also required careful monitoring to prevent the new system from degenerating into profiteering.

The present practice of over subsidization of higher education should therefore be replaced by a rational policy for educational financing based upon the following:

- a) Students and their parents who have the capacity to pay for their education must be made to pay to cover a major part of the cost of education they receive.

- b) The government funds should be utilised to enable high merited students and those coming from economically weaker sections to have access to and pursue higher education through total fee exemption and/or partial support of bursaries for their living expenses.
- c) For achieving social justice and equity in respect of hitherto deprived sections of society such as SC/ST depending on their economic status, the principle of total fee exemption must be followed.
- d) The performance of students receiving assistance should be reviewed regularly. There should also be periodic meetings with the parents of these students.
- e) All others who wish to pursue higher education, particularly professional education, and who would like to avail of the facility of educational loans should be provided with such loans through a variety of financial institutions and nationalised banks. The loans can be recovered over a 10 year period when they are employed.

#### Involvement of Non-governmental Organisations, including Voluntary Agencies in the Education Process

Voluntary Agencies should not be rendered as mere appendages of the governmental structure. They should be allowed to make deliberate choices as to what they want to do rather than be tied down to conventional notions as to what they should be doing.

The main issue is to institutionalise an on-going dialogue between the voluntary agencies and government.

In the past it has been the tendency of government to plan schemes for the voluntary sector to implement which was resented by the voluntary sector. There should be no question of dependency of the voluntary agency on Government just because most of the funding comes from Government. Rather the working relationship should be that of a partnership. The voluntary agencies are going to be more involved in the educational enterprise by Government during the Eighth Plan and while the role of the voluntary agencies is being acknowledged by Government, there is a need to have a dialogue with the voluntary agencies as a group. It was noted that on account of certain irresponsible voluntary agencies, some of which are even bogus, efficiently functioning and genuine agencies are sometime black-listed. There should be well defined criteria for evaluation of the voluntary agencies by the Government and also provision for peer assessment.

The following steps need to be taken to increase the participation of voluntary agencies in the education process:

- i) to encourage autonomy rather than dependence on government;
- ii) To identify, acknowledge and mobilise the skill knowledge, and experience of the community to solve their own problems. This would lead to the development of self-respect in the community and a will, at the same time, promote self-reliance at the village level.
- iii) To take the community into confidence while drawing up plans;
- iv) To de-mystify and communicate policies, programmes and subsidies in a manner, language and method understood by the rural people so that they are in a position to make choices.

The role of voluntary agencies in tackling certain problem areas has been significant. There are a number of success stories dotted all over the country which the Government should support and learn from. Jamkhed in Ahmadnagar district of Maharashtra has shown that traditional midwives from the village, if properly trained, can be multi-purpose workers doing the work of several government staff attached to the Primary Health Centre strengthen the village base and you do not need somany PHC and Hospital buildings. An interesting experiment is being tried out using educated youth and training them to run government primary schools in the inaccessible rural areas of Rajasthan. Called Shiksha Karnis, this is a joint venture where voluntary agencies and state government together are using each other's strengths to provide a much needed service with community's sanction. It could be an effective way of using human resources in the village. What many voluntary agencies have also found is the importance of rural sports as a way of reducing communal and caste tensions in the village. It brings people together on one common playing field and can also bring about integration.

The role of voluntary agencies as change agents will gain greater importance in the years to come with the increasing appreciation of the need for the pooling of our resources in spreading education. New ideas will bring changes and for these changes, system adjustments have to be made. In other words, management structures should be flexblb enough to absorb these demands for change. It was suggested that Government Committees should have a greater representation of voluntary agencies. Their continued association should depend on their performance. However, it was stressed that voluntary agencies should be registered bodies and should be accountable for the work done by them.

### Role of Teachers

The National Policy on Education has recognised that teachers would continue to play a crucial role in the formulation and implementation of educational programmes. For this purpose, teachers should have the freedom to innovate to devise appropriate methods of communication and activities relevant to the needs and capabilities of and **concerns of the community.** Teachers would perform their in their individual capacity and also collectively through their associations. The traditional type of teachers' associations have been concerned with the issues of emoluments, service conditions and grievance removal. However, these associations have the capacity, and some have shown the willingness, to involve themselves in matters relating to curriculum, preparation of learning material etc. The teachers' associations may be encouraged to increasingly engage in such activities and for this purpose grant-in-aid schemes may be devised. In addition, there are teachers' associations devoted to the pursuit of a particular academic discipline. These associations could be involved in the programmes relating to curriculum, training material production and in general in all programmes of educational innovation with appropriate financial incentives.

A vexed question relates to the extent and modality of involvement of teachers' associations with management of educational institutions. Normally, teachers' representatives do find a place in all management bodies by whatever name called but there are differences of opinion regarding whether teachers should be associated in their individual capacity or as representing an association, whether the selection of teachers' representatives should be through a process of nomination or through election. It is argued that the only democratic method of selection is through election. On the other hand, it is countered



such elections vitiate academic atmosphere. The UGC has, at present, opted in favour of the procedure of selecting teachers' representative by nomination in rotation. The same practice could continue for the present.

The extent of involvement is closely connected with the role and responsibility of the teachers vis-a-vis, management. If teachers' representatives are to be associated with management, it would be expected that they would also have some accountability not merely to the teachers' constituency from which they are drawn but also to the profession conceived in broad terms, to the interests of the students and to the larger social interest. It is observed that in the present management structure this accountability is lacking as a result of which higher management in universities (specifically Vice-Chancellors) are pushed into a defensive or helpless position vis-a-vis other bodies dominated by teachers. The structural solution for such an impasse may be to build into the University Act, provisions empowering Vice-Chancellors to approach the Chancellors for nullifying any majority decisions which are patently wrong. However, the structural provisions should be regarded as matters of last resort and there has to be an attitudinal change in the perception of role and responsibility by teachers.

#### Role of Students

The NPE has emphasised that education has to be student-centred. The developmental needs of children and academic needs of students must be the motivating force of all academic programmes and activities. The question, however, is as to whether students can have a role in deciding what is taught, how it is taught, and the conditions under which it is taught.

Considering the tender age of students, the various decisions in the academic field have traditionally been taken by elders and professionals. However, "Children's Rights"

movement is gaining ground in the West and it is bound to make its impact felt in India in due course. Moreover, we have also to take into account the implications and consequences of the decisions taken by the nation to reduce the age of eligibility to vote from 21 to 18. We have, therefore, to take timely action by way of appropriate planning and management mechanisms to ensure that students as a group are given due weightage.

Here the question of modality of involvement of Students' Unions in various management bodies assumes importance. There is a difference of opinion regarding the bodies with which students are to be associated whether the association be in individual capacity or collective and whether the collective participation would be by nomination or by election. The present consensus is that students may be associated with management bodies other than the executive committee and the finance committee. The students' unions have come to stay and perhaps a way will have to be found to give representation to students' union as well as to meritorious and talented students who may not be in the forefront, as activists in the students unions.

Students' participation in such deliberative mechanism should be strengthened. However, agitational approaches need to be firmly discouraged. Positive and constructive attitude to deliberation and participation in students' bodies could also be fostered through a system of "citizenship education".

It can generally be agreed that students should have a dominant voice in the area of students' services including hostels, mess, play grounds etc. However, the concept of management cannot be separated from that of accountability. This sense can be fostered to the extent students are required to make payment for various services so that the idea of self-management of getting "value" for money, can be implemented and the feeling that pressure tactics can make Administration yield to unreasonable demands can be curbed.

Students can also have a role in teacher and institutions evaluation as pointed out by NPE. Such a system has to be open, participative and data-based. Students' perceptions of the way teachers teach and the way institutions deal with them are crucially important.

Students, especially in post-school stages, individually and collectively, can be expected to contribute substantially to various constructive and nation building activities, some of them directly educational, like participation in adult education programme. While students are already involved in such activities through centre based programmes of UGC and the mass functional literacy programme, students' unions as such could also be persuaded to work actively for the national programmes of universalisation of elementary education and eradication of adult illiteracy.

#### Role of Parents

In Indian conditions, the question of involvement of parents with education has quite a different context, especially at the elementary stage, than in various Western countries. In the rural areas, a majority of parents are illiterate and their participation in various educational tasks and activities is necessarily limited. In the context especially of rural elementary education, the participation of parents, therefore, may have to be through village education committees to which we have made a separate reference. Whatever is stated below may therefore, be taken as having particular reference to parents in secondary and higher education especially in urban areas.

Parents are the natural partners in educational activity but our whole system has marginalised parents from the process of education. However, there are a few bright patches. In Maharashtra, academic sessions are organised for the benefit of parents. They learn about the physical, psychological and social development of the child and how they can contribute to this development. A very successful

programme is being implemented where motivated parents form volunteer groups to assist craft teachers, improve libraries, arrange for medical examination of students, hold games and social activities. The school atmosphere changes positively when parents take an interest.

The role of parents in the educational programmes may be conceived in the following framework. Firstly, individual parents should be supportive of their children in the learning process. This is quite important because it is the home atmosphere which makes a substantial difference to the academic achievement of the children. Secondly, parents of children of a particular school can serve as a resource group for the school, in financial terms as well as by way of participating in academic and extra-curricular activities. Thirdly, parent-teacher associations as formal organisations at a district, state and national level can play a catalytic role in organisation of such volunteer groups institutionwise, so that the whole system gets enriched. It would be desirable to give representation to parent-teacher associations in school management bodies, in District Education Boards, in State Educational Advisory Councils and Central Advisory Board for Education.

This question of association of parents with school management sometimes takes the form of a demand for parents being given the dominant voice in the management of affairs of individual institutions. This has found expression, for example, in the recent Education Reform Act, 1986 of U.K. where Governors of the school can even decide on the issue of "opting out" of local Authority Control. Such a situation is fraught with a conflict between parents as consumers and teachers as professional producers. In India we have not yet reached this stage but we cannot long neglect the potential of parental power which we should try to harness for constructive ends.

### Implications of a National System of Education

The NPE 1986 talks about a National System of Education, requiring the mutual cooperation of the Centre and the States in a joint effort to make the system work. The Programme of Action states that "implication of the programmes will be a cooperative effort between the Centre and the States with full involvement of the community and the teachers and a constant process of consultations is envisaged". It goes on to say that what is needed is "a rededication of all - the political leadership, administrative personnel, the parents, teachers and students - in the great task of nation building. The implications of a National System of Education are dealt with under the following themes :

- i) Common Educational Structure
- ii) National Curricular Framework and Core Curriculum
- iii) Universalisation of Given Level of Learning
- iv) Equality of Educational Facilities
- v) National Integration and Inter-Regional Mobility
- vi) Strengthening of National Level institutions
- vii) Research and Development
- viii) Adequate Resources
- ix) Training of Functionaries
- x) Meaningful partnership between the Union and State Governments.

#### (i) Common Educational Structure

The Common Educational Structure refers to the following i.e.  $5+3=8+2 = (10) +2 = (12) +3 = (15)$  and implies a common length of primary, secondary, higher secondary and degree stage of education. As a result of the National Policy of 1968, throughout the country the 10+2+3 pattern has been accepted in principle. The nation has made some progress in the direction of having a common structure at the higher secondary and collegiate levels. However, it is optimistic to consider that the goal would be achieved by 1990.

Therefore, in regard to 10+2+3 pattern a time limit of 1995 needs to be laid down and an action programme drafted up, which should be meticulously adhered to by making adequate financial provisions in the annual plans of the States.

At the elementary stage however a common structure is yet to be evolved. Here again a time limit needs to be laid down, say, 2000 A.D. States in which action is necessary need to be identified and adequate funding to the States needs to be provided to ensure switch-over to the new system i.e. 5+3+2 by the given time limit.

The plus two stage is dealt with differently in various States. Some, such as Tamil Nadu, treat it as part of the school system and call Classes XI and XII the Higher Secondary stage. Certain States treat the Plus Two stage as a separate entity altogether. In Andhra Pradesh, for instance, the Plus Two stage institutions are called Junior Colleges and there is a separate Board of Intermediate Education to administer them. Finally, there are a few States which still have one year of Pre-University education.

From the management perspective the Tamil Nadu pattern is most effective. Educationally it gives the children a continuity, overheads on separate managements are reduced, capital costs are also minimised because facilities can be used by many more students particularly in vocational and science subjects.

(ii) National Curricular Framework and Core Curriculum

National Policy on Education has stipulated that the National System of Education would be based on a national curricular framework containing a common core along with other components that are flexible.

Keeping in view the stipulations in the National Policy, NCERT has already drafted a national curricular framework which has been circulated to all the States. It is necessary to point out that this curricular framework, in addition to core elements referred to in

the National Policy, also prescribes the minimum academic subjects to be included in the curriculum and the level to be attained in respect of each of them, including mathematics, science and languages. We recommend that this broadly conceived curricular framework should guide all the States/UTs, and Central organisations during the 8th Plan.

### (iii) Universalisation of given level of Learning

There is reference in the NPE to the need for giving education of a comparable quality upto a "given level" and also a reference to life-long education as a goal of the educational process. The policy does not refer to the particular level up to which education should be imparted to all, the focus being on universal literacy and continuing education. However, the constitutional directive is that elementary education i.e. education upto 8th standard should be universalised by the year 1995.

It is sometimes argued and on cogent grounds that the minimum level of learning should be defined more liberally to include education for the age group 4-16 and in terms of educational stages, from nursery to secondary stages. While the arguments are persuasive and international trends including trend in countries like, China, are in the direction of downward and upward extension of minimum education, we feel that considering the leeway to be made up by the country in achieving the goal of universalisation of elementary education, the financial constraints and the need for having prioritisation, it is not possible to define the minimum level of learning so liberally. However, this can always be kept in view as a long-term goal to be operationalised in policy terms at a more opportune time in the future.

**(iv) Equality of Educational Facilities**

The National System of Education envisages that all students irrespective of caste, creed, location or sex should have access to education of a comparable quality. Inequitable distribution of educational facilities between publicly funded and private schools but also within the publicly funded schools is a grim reality. This affects the quality of instruction imparted, making the objective of general access to education of a comparable quality rather a utopian one. However, the National Policy on Education 1986, through its concept of a National System of Education lays emphasis on elimination of disparities in the educational system and on improvement in the quality of publicly funded schools so that whatever the socio-economic background of the student, upto a given level he/she has access to education of a comparable quality. To achieve this the Programme of Action of the NPE has evolved certain strategies and centrally-sponsored programmes geared towards the under-privileged, the economically weak, the educationally disadvantaged and the areas that need special attention. The Centre should assume responsibility for providing the inputs needed for bridging the inequalities. These would include resources.

The Working Group was **unanimous** in its opinion that the Central Government has to share with the State Governments the responsibility of providing education of appropriate quality throughout the country, and also of establishing facilities on a normative basis, particularly for School Education.

Some of the more important programmes and strategies included in the Programme of Action are:

(a) Operation Blackboard

This is a symbolic name for the scheme to substantially improve the facilities at the primary stage. It lays down the minimum level of facilities to be provided in all primary schools which have been established so far and it



also prescribes the minimum level of funding for all new primary schools to be opened in future. The scope at present is confined to primary schools only. The scheme, if managed properly, should help to bring hitherto deprived schools to the level of other schools. In due course during the 8th Plan thought should be given to extending the programme to the middle level, also. Funds allocated for Operation Blackboard should be supplemented by funds from the NREP and RLEGP. The Working Group supports the continuance of the Operation Blackboard Scheme during the 8th Plan.

#### (b) Micro-level Planning

Under the National Policy on Education (1986) (NPE) it has been stated that it would give the highest priority to solving the problem of children dropping out of school and will adopt an array of meticulously formulated strategies based on micro-planning, and applied at the grass-root level all over the country, to ensure children's retention at school. The programme is micro to the extent that it is a family-wise and child-wise design of action.

Education is sensitive to local conditions and therefore more amenable to micro level planning and management. It is essential however, that micro-level educational planning should operate within the global framework of multi-level planning, the levels being macro, meso and micro. However, micro-level planning is not synonymous with institutional planning which is a closed entity. The important features of micro-level educational planning are:

1. The target groups are Studied in their own environments.
2. The inter-sectoral linkages with agriculture, rural development and work opportunities are studied comprehensively at the micro-level.

different stages of education is, in fact, being imparted throughout the nation. They are also necessary to locate India on the international map. These tests should be evolved in a manner that allows for cultural and linguistic diversity. These tests may be initially voluntary and need not come into clash with the examinations conducted by various secondary educational boards.

(v) National Integration and Inter-Regional Mobility  
National Integration

Some of the measures proposed for promoting national integration are:

- a) Making social and national service an integral part of education at all stages.

The NSS scheme at present covers only college going boys and girls. There is a need to make a beginning in the introduction of elements of national social service at all stages of education.

- b) Development of Language.

Any issues relating to languages tend to be sensitive. This is particularly so in a country of India's vast linguistic diversity and legacies of the colonial past. Languages can divide as well as integrate. However, we shall deal with the integrative aspects of language development for our limited purposes keeping in view the fact that a separate Working Group is going into the question of details of schemes and programmes for various relevant languages. We can deal with the matter under two headings, namely, regional languages and Pan Indian languages.

Regarding regional languages, chairs of comparative literature in modern Indian languages should be established in different universities so as to promote the study of various regional languages/literatures in the Universities in the interest of inter-regional understanding and integration.

National

As suggested in the National Book Policy, a Translation Bureau should be established which would enable direct translation from one regional language into another without mediation of a common language, like English or Hindi. In fact, translation facilities and capabilities need to be strengthened very considerably in the context of the great linguistic diversity of the country, referred to above.

So far as the Pan Indian languages are concerned, we refer to only two of them; namely, Hindi and English. Hindi played a significant role as one of the vehicles of nationalism during the freedom struggle and the Constitution has recognised its role as the official language and as a link language serving as a medium of expression for all the elements of the composite culture of India. As regards English, in one of its aspects, it is a legacy of the colonial past but it has been recognised in the National Policy on Education, 1968 and reiterated in the NEP 1986, that it is a leading international language and its study is required to be strengthened so that India can make significant contributions towards world knowledge. There are specific schemes and programmes for promotion/development of Hindi and English with designated agencies; like, Central Hindi Directorate, Kendriya Hindi Sansthan, Central Institute of English and Foreign Languages etc. We would suggest that these schemes should be strengthened with a particular emphasis on their integrative elements.

c) Promoting national consciousness

Inter-Regional Mobility

The inter-regional mobility would refer to mobility of the following segments; (a) students, (b) teachers; and (c) administrators. So far as students are concerned, this question has assumed importance in the context of admission to professional colleges, especially, engineering

and medical. In the field of medical education, Supreme Court has directed that at least 30% of the admissions to medical colleges at the graduate level and a larger proportion at the post-graduate level should be on the basis of merit as decided on the basis of national tests. The logic of this Supreme Court decision needs to be extended to all fields of education. Some Central universities have already started admitting students on the basis of national tests. It is necessary to ensure that no students are denied admissions to any institution of higher education, merely, on the ground of linguistic or State domicile considerations. It may also be necessary to expand the hostel facilities to make the concept of inter-regional mobility a reality.

In regard to teachers, in addition to lack of residential facilities, the narrow attitudes of the universities and some States stand in the way of having a national system of teaching and should be tackled. The inbreeding which is the bane of University life in the country needs to be fought. Only those Universities which accept lecturers from other States may be eligible for UGC grants. It may be worthwhile emulating United States academic system under which the first appointment of a teacher is invariably in a university other than the one where the had studied.

#### Indian Education Service

A suggestion for setting up of an Indian Education Service as an All India Service has been mooted. We are discussing this in the context of inter-regional mobility although the discussion is relevant also in the context of management system of education.

The Working Group discussed in detail the Report of the Sub-Committee of the CABE, Committee on Management of Education which had included guidelines for constitution of the Indian Education Service. A copy of the Report

(without annexure) is attached for reference (Annexure 8). The considered views of the Group are given below.

There was a general agreement that such a Service was required but in constituting it, the shortcomings of other All India Services should be avoided.

The objectives of the IES were endorsed but the Group felt that the reasons adduced for claiming that it would have to be different from other services were not unique and should be deleted.

There was considerable discussion on the level at which the posts needed to be encadred and whether any proportion should be non-encadred. It was generally felt that a mixed model should be followed with perhaps 1/3 of the posts at the basic viz. DEO level being non-encadred.

The Working Group was of the opinion that promotion opportunities within the cadre and vis-a-vis other cadres should be clearly identified before starting the Service lest the frustration being felt by certain All India or Central Services be repeated.

It was envisaged that entry into the Service could be done in three ways:

1. Direct Recruitment
2. Provincial Services
3. Lateral entry of Academicians

The Working Group did not support the idea of time bound tenured officers from teaching profession entering the service at the middle and senior levels and being encadred. They could be given contract appointments but not as members of the Indian Education Service.

Emphasis was laid on high academic prerequisites for entry into the Service. Preservice and inservice professional training was considered equally important.

The <sup>Group</sup> recommended a very careful study of the implications of an Indian Education Service keeping in mind the experience of other All India Central Services such as the Indian Economic Service. According to the Group, the creation of new service is worthwhile only to the extent it can fulfil the objectives envisaged.

vi) Strengthening of National-level Institutions.

Existing national-level institutions need to be strengthened and new national-level institutions may be set up where necessary to faithfully reflect our perception of a national system of education. This means that such institutions should be really national institutions and not Central institutions, employing a broader definition of their objectives and management structures.

a) Strengthening of Existing National-level Institutions

The existing national level institutions are the following which need to be strengthened or re-organised as outlined below:

(i) National Council of Educational Research & Training (NCERT)

The NCERT was set up in 1961 as an autonomous organisation under the Ministry of Education consequent on the recommendations of the Secondary Education Commission, 1953. As its name indicates, it conducts, aids, promotes and coordinates research in all branches of school education and organises in-service and pre-service training, mainly at an advanced level. It works through 4 regional colleges of education at Ajmer, Bhopal, Bhubaneswar and Mysore and 17 field officers. NCERT extends academic support to the Education Ministry by implementing, inter alia, the scheme of National Talents Research Examinations, evaluation of the text-books, science kits and production and distribution of text-books

It has a research coordinating and monitoring wing called ERIC (Educational Research and Innovative Committee). NCERT has operated at international level through APEID with UNESCO and nationally with SIEs/SCERTs. More recently, NCERT has been implementing the mass orientation of school teachers programmes covering 5 lakhs of teachers every year all over the country.

The work done by NCERT has been commendable but dissatisfaction has expressed from time to time regarding its role in effectively helping the educational system in our federal political set up. Dhuriben Shah Committee made a critical assessment of the work of NCERT and made several useful recommendations. However, the role of NCERT in implementing the National Policy is still limited mainly due to the fact that it has no financial role unlike in the case of U.K. However, the National System of Education does imply an obligation to back up national programmes with funding. As it is, central funding for school education has already been initiated through the programmes of Operation Blackboard, Non-formal Education and Educational Technology and the logical culmination of such schemes is to have a professional body which can give assistance for various programmes in the field of school education on a sustained & systematic basis.

The Working Group recommends that there should be a School Education Commission on the lines of All India Council of Technical Education with appropriate sub agencies including NCERT as an academic wing of the Commission. The School Education Commission should have powers to make grants to school system designed to promote policy initiatives of the New Education Policy. The modalities for implementation of new schemes, like Operation Blackboard, Non-formal education, DIETs and Educational Technology need to be reviewed.

#### 1) University Grants Commission

University Grants Commission was set up in 1956 in the context of Central Government's responsibility to coordinate and determine standards in the field of higher education. It was set up on the model of U.K. University Grants Committee. Over the years, UGC has performed a useful role in developing Central Universities, in

assisting State Universities, in operationalising the concept of deemed universities, in establishment of regional facilities for computer, libraries and instrumentation and more recently in establishing Central institutions for R&D in selected areas like Nuclear Physics(JNU), Astronomy and Astro-Physics (Pune)etc.

However, as attested by reports of Public Accounts Committee/ Estimates Committee as also the Jha Committee, the UGC does suffer from several weaknesses. The staffing of the UGC suffers from lack of infusion of professionalism and it also lacks a Central academic core. The Jha Committee recommended that a suitable organisation should be set up as a limb of the UGC continually engaged in studies and research on various aspects of higher education. This recommendation, although accepted in principle by the Government as far back as April, 1979, remains to be implemented. The UGC also is too centralised without any network of regional centres or field offices unlike in the case of NCERT. There is a strong case for having regional offices which would serve the minimum requisite of communication and feedback with academic institutions spread over the length and breadth of the country. UGC's assistance in relation to colleges is also marginal, although about 90% of the student-body in India study in colleges. The reorganization of the UGC along these lines brooks no delay.

(iii) National Institute of Educational Planning and Administration  
(NIEPA)

This has evolved out of Asian Institute for Educational Planning and Administration. Over the years it has developed into a prominent Central institution for conducting research in relation to funding and management of education and training of educational administrators. NIEPA has played an important role in the very detailed documentation leading to the formulation of the NPE and it continues to perform a crucial role in implementation of various initiatives under the NPE. To enable it to perform its role more effectively, NIEPA needs strengthening and a regional set-up.

The Working Group noted that a Review Committee has been set up by the Ministry to study the performance of the NIEPA in the context of its objectives and made suitable recommendations. However it is suggested that NIEPA's work should be extended to cover the following additional tasks:-



- a) Training of trainers (from States and District level Institutes);
- b) Training of strategic new functionaries from SABE, SCHE, DIET etc.;
- c) Development of training materials including case studies, management exercises, manuals, teaching notes, audio-visual aids etc.
- d) Supportive and facilitative role to State Councils and District Institutes i.e. to work as a National Resource Centre by developing model institutions and model management structures and systems.
- e) Project experimentation to varying contexts and establishing field station for the same.
- f) Providing Organisation Development and Self renewal assistance for interested institutions (a separate OD cell may need to be constituted as a part of NIEPA)
- g) Advisory services to the Ministry of Education, Planning Commission, State Governments and other bodies from time to time. These services may deal with various areas like preparing project plans; developing OD, budgeting and such other systems; evaluation studies, developing training programmes, setting up state institutions etc.
- h) The existing Charter of NIEPA also includes help, advice 'briefing' orientation, etc. of political-level decision-makers and advisors and top-level educational advisors and top-level educational administrators. The enlarged blueprint may consider moving towards programmes for implementation of these objectives.

These are only indicative and are in addition to the existing tasks of teaching, research and consultancy. However, one of the important responsibilities of NIEPA should be to provide technical support and continuity to CABE (dealt with below)

#### iv) Indira Gandhi National Open University (IGNOU)

IGNOU was set up in 1985. It is not only an open University in its own right but has also the important role of coordination of the 'distant learning system' with-in the country. Its role in this area has not been very prominent. It needs to be given

appropriate funding so as to enable it to assist various State open universities and to integrate correspondence courses of the various universities in a national system of open higher education, which can serve as a viable alternative to the formal system and help in stemming the proliferation of sub-standard collages. As indicated elsewhere, there should be a consortium approach between the open university and other institutions of higher learning.

(b) New Institutions

National Council for Higher Education

The National Policy on Education envisages the establishment of a National Council for Higher Education in the interest of greater coordination and consistency in policy making, sharing of facilities and developing of inter-disciplinary research. The setting up of this new body needs to be expedited. With this is linked up the question of establishment of a National Research Foundation which is expected to be a part of the National Council of Higher Education.

We do not consider it necessary to suggest anymore new institutions. In our view, it is desirable to reorganise existing institutions, to promote national objectives as we have in the case of UGC, NCERT or NIEPA.

(vii) Research and Development

As is the case with many developing countries, there is no effective relationship between on-going concurrent research in education and education practice. Research tends to be conducted in isolation from what requires to be studied. Policy makers are inclined to look upon research findings as theoretical and impractical. The POA constantly mentions the need for research and evaluation and it is a pity that no move has been made to initiate collaborative research and development projects between Government, universities and research organizations with a pooling of resources, manpower and finances. These projects, in addition to being important for policy making could also be orienting factors in the process of national integration.

The limited number of Government funded educational research organizations in the country cannot cater to the research needs of the country. Perhaps 2-3 already existing Research Bodies could be strengthened+developed into centres of Excellence in Educational Research. These bodies could be University Departments, Colleges of Education or even organizations run by competent educationists outside the Union/Government system. Funding for research and development must come from both Centre and State.

(viii) Adequate Resources.

The NPE mentions that the nation as a whole will assume the responsibility of providing resource support for implementing programmes for educational transformation, reducing disparities, universalisation of elementary education, adult literacy and scientific and technological research. Towards this end the Government of India has allocated large sums of money for the following programmes: In-service Education, NER, Teacher Education, Universalisation of Education, Science Education, Environmental Education, etc. The issue raised earlier regarding each State making sufficient provision for education becomes critical here.

While there is a real resource crunch which has forced the pace of implementation of NPE programmes to decelerate, it is a fact that management of available resources has been frequently inefficient. Funds are released to the State Governments at the end of the financial year, utilization is held over for the following year, and the cycle repeats itself. Some State Governments are reluctant to ask for funds in case it becomes a State Committed expenditure in the next plan. Reports regarding utilization are irregular making it difficult for the Ministry to monitor releases. The working group recommends that funding by the Government of India for NPE schemes should continue during the VIII Plan. The Planning Commission should take an early decision and the States informed so that, at least during the last year of the VII Plan

there will be optimum utilization of funds. The Working Group also recommends that the State Governments be instructed not to divert funds ear-marked for EE and AE. When this happens, proportionate cuts in subsequent releases should be made. The system of ear-marking should be extended to other important schemes.

Keeping in view the overall paucity of resources and inescapable pressure from the programmes for augmenting inputs and infrastructures for agricultural and industrial production, the best way of obtaining higher order of resources for education, would be to have an integrated approach to plan and non-plan outlays in the process of planning.

It was emphasised by all that the national system of education which envisages a more or less comparable quality of education throughout the country, implies that the educationally backward States should continue to get special attention to enable them to come up to higher standards.

The Working Group was of the opinion that the Government of India in the Ministry of Education, must take a view about the capability of individual states to raise resources for education, and also the kind of investment needed for meeting education objectives. It was agreed that the Central Government must assume the responsibility for the balanced development of various states. Additional funding should become available from the Central Government where necessary.

Before a final decision on the magnitude of the 8th Plan is taken, another meeting of the National Development Council should be convened for a review of progress under the National Policy of Education.

(ix) Training of Functionaries

Teachers are the corner-stone of the educational system but in India, notwithstanding the fact that the pay scales etc. of all categories of teachers have been revised and many other measures are being taken to augment the resources for education the man in the street feels that, contrary to the expectations

raised, no measures have so far been taken to see that all teachers teach and all students study". Training of teachers is essential for the success of educational programmes. So far as the teaching profession is concerned, early steps need to be taken to confer statutory status on the National Council of Teacher Education which at present is a subsidiary organisation of NCERT. All teaching qualifications need to be validated by a national body. Similarly, all teacher education institutions need to be accredited.

It is also important that educational administrators are trained from time to time. NIEPA is doing its share but regional NIEPA centres should be established to respond more quickly to local training requirements.

Training of Non-formal Education Instructors and Adult Education Instructors should be a regular feature of training programmes not only of DIETs but of training institutions at all levels.

(x) Meaningful Partnership Between the Union and State Governments

The Constitutional Amendment of 1976 which includes Education in the concurrent List was a far-reaching step whose implications-substantive, financial and administrative require a new sharing of responsibility between the Union Government and the States. The role and responsibility of the States will not be eroded but the Union Government accepts a larger responsibility to reinforce the National and integrative character of education. As the NPE states, concurrency signifies a partnership which is at once meaningful and challenging.

In the implementation of educational programmes political differences should not become obstacles. In the true spirit of concurrency, both the Centre and States should co-operate to ~~educate~~ educate the people.

.../-

The POA states that "the Central and State Governments will fully shoulder their responsibilities and will give an account of it to State Legislatures and Parliament". The responsibilities that each has to shoulder must be understood and honoured. For instance it is clearly the responsibility of the Central Government to undertake educational planning, linked to manpower planning for the country as a whole. As the POA mentions, mechanisms for assessing the needs of industry, commerce, professional services, agriculture and so on, should be set up. It is also the responsibility of the Central Government to develop alternative scenarios of development for the next 15-20 years and to formulate the tasks for education system derived from these scenarios. State Governments and the Centre should co-operate in implementing these plans and tasks. Indiscreet expansion of higher education is a waste of the nation's resources. The Central Government has initiated certain Centrally funded schemes which have to be implemented by the States e.g. Operation Blackboard, but the whole-hearted cooperation of several State Governments does not appear to be forthcoming. This situation must be remedied.

The role, functions and structure of Planning and Management Bodies for supporting Education at the National and State levels.

The POA has suggested a revamping of the National and State Level mechanisms for the successful implementation of the NPE. These require serious examination. The mechanisms for management of education have not kept pace with the expansion of education. Consequently the quality has been compromised.

The Group recommends that capability building at State level and effective partnership between the Centre and States are vital components for implementation of national goals in education. This will require strengthening of State level structure and developing suitable mechanism at the national level.

National Level Mechanism

National Advisory Board of Education (NABE)

While considering the national set up for educational planning and management we will have to take into consideration:

- i) ~~Concurrence~~ concurrency of the education
- ii) the responsibility devolving from the national system of education.

The Group agreed that it is implied from these two that the central government must assume the responsibility for the balanced development of various states and in this connection, the capabilities of the State government should be assessed and a mechanism should be evolved for ensuring that the additional funding would become available from the central government.

While discussing the structure, role and responsibility of the central institutions for educational planning and management, one view expressed was that the Working Group on the planning and management of education would not be discharging its obligation, if it did not propose institutional and other measures which, in an effective manner, during the 8th plan period, ensured that there would be a noticeable reduction in inter-state disparities with regard to the level of development of education in quantitative and qualitative terms. While, emphasising this view, it is also acknowledged that the disparities persist inspite of existence of various central bodies participating in educational planning and management and unless the character of these institutions is changed or new institutional operational arrangements are made, even during the 8th Five Year Plan, there may be no change with regard to disparities of education. The members of the Working Group felt that the question of inter-state disparities and the related issue of allocation of resources was essentially a political issue in respect of which the working would not be in a position to suggest any effective measures. It can only hope that having taken the initiative to enunciate the national system of education, the central government would also feel committed to the reduction of inter-state educational disparities. The only measures that the working group would suggest would relate to the collection, documentation and analysis of information which would explain the existing disparity and also suggest that might be done to reduce the same.

Another view was that for effective implementation of the unanimously agreed decisions in CARE and agreed plans as between the states and the Planning Commission during their annual plan discussion, there should be a Standing Mechanism for Effective Monitoring and Implementation of the same. This mechanism should receive



support from various national institutions already available to the Ministry and the Planning Commission. Its task should be to look at the problems in each State which prevents such effective implementation and suggest ways and means by which they could be removed. For this purpose, it has to be a body in which there should be representatives of the UGC, NIEPA, NCERT, Planning Commission and Ministry. It may have persons drawn from States but also a few professionals who will be able to look at this problem and it must be headed by a person of the rank of the Minister of State.

In the light of the above consideration, the Working Group recommends that the present Central Advisory Board of Education (CABE), the highest advisory body on policy making should be redesignated as a National Advisory Board of Education (NABE) with removal of regional disparities and establishment of National System of education as one of the major areas of its concern.

The Secretariat for the National Advisory Board of Education will continue to be provided by the Ministry but an adequately staffed separate division will need to be created in the Ministry. It should be headed by an Academician or an administrator with ample knowledge of academic matters. This Division would act as a clearing house for all matters pertaining to the National Advisory Board of Education and the various Standing Committees.

The NABE should get adequate technical and logistic support from NIEPA which should clearly be assigned this responsibility.

The NABE will have standing committees for

1. Review of Inter-State disparities and development of a National System of Education

2. Elementary Education and Non-formal Education
3. Adult Education
4. Secondary Education/Teacher Education/Linkages with Cultural, Sports and Youth activities.
5. Higher Education
6. Technical and Equality (SC/ST, Women and other Socially Disadvantaged groups)

The Group noted that a number of standing Committees earlier appointed by the CAFE have done useful work, but the standing committees do not meet regularly and even when they do there tends to be overlap and, in some cases, tangential resolutions.

The members also noted that the CAFE is a huge body and the number of agenda items is large. The agenda notes frequently reach late and last-minute additions to the agenda are not unusual. The result is that discussions tend to lack depth which is unsatisfactory considering the CAFE is the highest advisory body on policy issues.

In the context of the above the Working Group recommends that:

- a) The NABE will meet as and when necessary but at least once in a year.
- b) The agenda items should comprise those (i) Proposed by the State Governments and (ii) proposed by the Central Government.
- c) All the agenda items/notes for consideration of the NABE would first be put up before the National Body. Each standing committee will lay down its own programme and methodology of work for which the Secretariat in the Ministry will need to provide support.

concerned standing committee for the group discussion and only thereafter they would be put up before the

- d) The standing committee to review Inter-State disparities and development of a National System of Education should charge autonomous organisations like U.G.C., NCERT and NIEPA with the responsibilities of conducting studies in order to identify the regional dimensions of education in the country; both in terms of accessibility and quality. The findings should be discussed thoroughly by the standing committee and the NABE.

In view of the importance of this standing committee it should consist of representatives from the U.G.C., NIEPA, NCERT, Planning Commission and the Ministry in addition to academicians. The Committee should be headed by a person of the rank of Minister of State.

- e) Some of the standing committees should have representatives of the State Government as Chairman by rotation.
- f) Although the present number of members of CABB at 102 may appear to be high when we go through the list, it is difficult to reduce the number of members. Requests for addition to membership need to be carefully scrutinised. I.C.S.S.R deserves to be represented. However, the several other requests could be adjusted in the appropriate Standing Committees.

#### Restructuring of Educational Management

The guidelines formulated by the Management Sub-Committee of the CABB, UGC and NIEPA regarding restructuring of Educational Management - State Institutes of Educational Planning and Management, State Advisory Board of Education, State Council of Higher Education, District Board of School Education, School complex and Village Education Committee were studied by the Working Group. The proposed organisational structure as envisaged in the WPE may be seen at Annexure - 7.

This was discussed in detail. The comments and suggestions are given below:

Village

Village Education Committees:

It was observed that the success of the Village Education Committee would greatly depend upon a conscientious Member-Secretary who will maintain the necessary record, compile statistical information, hold regular meetings and initiate follow-up action, and, in due course, report to appropriate bodies the required performance records.

Training of this Village community leaders, particularly chairman and secretary is essential and in this process guidelines for training and operational modalities formulated by NIEPA be kept in view. Village education committees have also to play the role of parent-teacher associations. The evaluation of the village education Committee's performance be undertaken by District Institutes periodically so as to improve their functioning.

District

District Boards of Education (DBE)

Effective functioning of District Boards of Education will greatly depend on unified educational administration at district levels. For this purpose, there will be a Chief Education Officer for the District to look after all levels of education - primary, middle, secondary and higher secondary. Under him there will be a District Education Officer looking after establishment, budgeting, planning and the educational data-base. In addition there will be district level official of appropriate rank engaged in specific educational programmes (POA, p.198, para 29). In States with Panchayati Raj (PR) bodies, the composition of DBE should be in consonance with the existing Management structure of the PR bodies. In other States, special

representation as indicated in POA (p. 197 para 26) need to be given.

### Reorganisation of educational administration at the District level

The administration at the district level should be reorganised as a unified administrative set up for providing educational services to the public.

District Boards of Education should perform a coordinating role.

#### District Institutes of Education and Training

The establishment of District Institutes of Education and Training was discussed. The comments offered were:

- i) The Working Group is appreciative of the concept and design of DIETs. However it is necessary that the DIET functions with the support of District Institution of Planning and Management.
- ii) Lack of technical manpower to staff the DIETs was a cause for concern. Manpower development should therefore be taken up on priority basis.
- iii) The DIETs should not confine their operations only to elementary education. Their coverage should be expanded to be co-terminus with the areas of operation of the District Boards of Education.
- iv) During the Eighth Plan the kind and number of persons required for the DIETs are not likely to be available. Therefore, the Working Group recommended that initially one institution for a cluster of 5 Districts could be considered.

#### School Complexes

In case of School Complex, the guidelines are endorsed. However, in those States where these organisations are not in existence the provision of maintaining a roster of teachers at the Block level should be maintained so that

leave substitutes are available for schools. School complexes should not have administrative functions.

STATE State Boards of Education should be set up which would function on the lines of the NABE. At present there is no mechanism to coordinate various programmes and activities at the State level. The SABE will need to do the coordination

State Institutes of Educational Planning and Management should be created by merging as many existing State organisations as possible. These institutes will support the SABE.

Establishment of Adult Education Commission headed by Chief Minister

It was the view of the Working Group that it would not be appropriate to single out only Adult Education for a Special Commission to be headed by the Chief Minister.

Adult Education Commission headed by Minister of Human Resource Development

The Adult Education Programme is, no doubt, an important one, but the objectives of the Universalisation of Elementary Education and also pushing forward the programme for modern technologies which are going to determine India's competitive capabilities in many fields need to be given the same importance as the Adult Education. It was understood that Government has under consideration a proposal to have a separate Technology Mission for UEE and this could certainly be examined. However, a separate Commission only for Adult Education under the chairmanship of Minister of Human Resource Development is not recommended.

Accreditation and assessment machinery for autonomous colleges was considered important.

Establishment of National System of Education monitoring

and evaluation was also considered important.

It was considered essential to have a National Council of Teacher Education. We have given our comments on the National Apex Body to cover higher education including medical and agricultural. We have no specific comments on other items of Annexure 7.

### Pre-requisites for successful implementation

The implementation of these organisational reforms has certain pre-requisites which need to be fulfilled. Some of these are briefly enumerated below:

- i) **Demarcation:** As the design of organisational changes envisages development of education in a multi-level framework of planning and management, it is essential that a clear demarcation of roles, responsibilities and functions of agencies at different levels—state, district, block, school complexes and village, is carried out and that all the levels should be aware about these. Wherever, the jurisdictions are overlapping, the nature of functions of different organisations should be made absolutely clear to respective parties.
- ii) **Delegation:** The design of organisational reforms as conceived in the NPE (1986) and POA envisages explicit delegation of financial and administrative authority to the district and Panchayati Raj Institutions. It is felt that such a move will have two fold impact. Firstly, it would devolve greater responsibility and initiative to these organisations. Secondly, it would help in fashioning local educational systems in such a manner that they would truly reflect the felt needs.
- iii) **Indicators for Allocations:** The greater financial autonomy is being envisaged so as to facilitate the implementation of education programmes. Hence, certain norms for allocating financial and other resources will have to be developed and shared with decision-makers to ensure that the implementation of educational programmes is in consonance with the directions of the Policy.
- iv) **Commitment for Multi-level Framework:** Without a positive commitment for a multi-level planning and management of education on the part of administrators, political leaders and all those who are involved in the task, the impact and efficacy of

the educational reforms would be drastically limited.

- v) **Active Community Participation:** The organisational design of educational reforms crucially hinges on this key factor. It envisages a critical role for people in Village Education Committees, as political leaders, social workers, change agents and as parents. Their participation is envisaged from the inception of a school to its location, planning and day-to-day management. Similarly, it vertically stretches from village education committees to district, state and Central Boards of Education.
- vi) **Strengthening of Educational Administration:** Finally the most important pre-requisite is that the educational administration would have to be strengthened across all the levels. But, probably, the maximum need for strengthening will be felt at the district level. Under the policy, upto secondary education, the planning and management of education is going to be the total responsibility of District Boards of Education which would be supported by district level Education Administration. For playing this crucial role district level educational administration would have to be expanded and strengthened along the lines suggested in the POA. Training of educational administrators at the district level will have to be provided at much broader level with the help of national as well as state level agencies.

### Summing Up and Conclusion

This Working Group functioned under serious constraints because the kind of projections for economic growth, educational achievements and availability of resources that were identified as central input in the process of planning were not available in spite of the efforts made by the members.

This Working Group has also been functioning in an environment in which, with reference to commitment to educational development, there is some scepticism since there has been no augmentation of resources in real terms over the last two years.

The Working Group considered the sub-optimal utilisation of infrastructure already created and advised that the first concern of any organisation charged with planning should be to look at what can be had from the non-plan funds.



During the discussion the Group felt that the education system must evolve within itself mechanisms for its own development. In this process various institutions concerned with management education and communication should play a significant role. Some of the suggestions in this connection are:

- 1) Study of the administrative processes and practices in the University system;
- 2) Designing and organising top administrators' programmes for the University system;
- 3) Organising action-oriented seminars in the area of Management of higher education;
- 4) Develop case studies and other literature in the field of education management;
- 5) Organisation Development Programmes at select higher educational institutions, particularly in the context of the autonomous college system;
- 6) Promote Policy Oriented Research for Institutional Development in Higher Education.

While making note of these suggestions, the Working Group observed that one of the major problems of planning is that, within the education system, there is a signal incapacity to formulate projects or appraise them and this should also be an important area to be covered by management institutions.

Finally the need for sustained commitment on the part of the Government to the cause of education cannot be overestimated. The National Development Council and both Houses of Parliament approved the National Policy on Education in 1986. Both Houses of Parliament considered and gave their approval to the "Programme of Action" formally tabled by the Government. It was a commitment of the National Development Council that there would be a review of the implementation of NPE but this has not materialised. The NDC should continue to be the coordinating agency since education needs to be coordinated at the highest level. However, the Government seems to be straying, from its commitment to massive investment in education which yields

results more slowly than programmes which have a much shorter period of gestation. The implementation of NPE is not the function merely of the Education Department but it is a national commitment and appropriate level of funding and high priorities in planned programmes have to be assured. If the Government , this time, fails to keep its promises there will be an irrevocable cynicism among the public which will not be confined to educational programmes alone.

Annexure I

Elementary Education

S.No.	Programme	Targets		Likely achievement by the end of 1989-90	Likely to be achieved by the end of 7th Plan i.e. by 1989-90
		Original Targets for 7th Plan	Revised as per NPE/POA		
1.	U.E.E	UEE by the end of 7th Plan	UPE by 1990 and UEE by 1995	<u>Enrolment achieved by 1987-88</u> (a) I-V=9.29 crores (98.7%) (b) VI-VIII=2.99 crores (55.0%)  <u>Likely to achieve by 88-89</u> (a) I-V=9.59 crores (b) VI-VIII=3.09 crores	Likely to achieve by 1989-90 (a) I-V=9.89 crores (101.5%) (b) VI-VIII=3.19 crores (58.63%)
2.	Non-Formal- Education	(i) 3,35,000 Centres by State Gts.  (ii) 20,000 centres by VAs	-  -	(i) Sanctions issued for 2,21,454 centres by States/UTs  (ii) Sanctions issued for 20,062 centres by VAs	Will depend upon the proposals received from States/UTs and VAs
3.	C.B	-	To cover all primary schools in a phased manner 20% blocks M.A. in 1987-88; 30% in 88-89; and 50% in 89-90	about 50% blocks/M3A. will have been covered by 88-89	Would depend upon the funds made available.

Annexure 2

Adult Education

S.No	Programme	Targets		Likely achievement	Likely to be
		Original Targets for the 7th Plan	Revised as per NPE/POA	by 1988-89	achieved by 1989-90
1.	Adult Education	7th Plan Target was to cover all illiterates in the age-group of 15-35 (90 million) by 1990.	Revised by POA to 40 million by 1990. In the National Literacy Mission (NLM) the target is to impart functional literacy to 30 million persons by 1990.	A target enrolment of 99.13 lakhs persons fixed for 1988-89	Yet to be finalised

Annexure-3  
SECONDARY EDUCATION

No. Programme	Targets		Likely achievement by 1988-89	Likely to be achieved by 1989-90
	Original Targets for the 7th Plan	Revised as per NPE/POA		
Vocationalisation of Secondary Edn.	-	To cover 10% of the students of +2 stage in the vocational scheme		
E.T.		To supply 1,00,000 TV sets & 5,00,000 R.C.C.Ps.	(i) TV sets supplied 22,098 during 1987- 88 and 1988-89  (ii) RCCPs supplied 1,00,856 during 1987-88 and 1988-89	(i) TV sets= 40,000 likel to be achiev (ii) RCCPs= 1,50,000 lik to be achiev
Science Edn.	-	(i) Supply of Sc.kits to U.P.S. (ii) Supply of equipments to schools having no labs and to those having deficient labs. (iii) Establishment of Dist. Resource Centres. (iv) Training of teachers.	(i) Supplied Sc.kits during 87-88 and 88-89=30,425 (ii) Upgraded with equipments in 2 years=11,944 (iii) Dt.Resource Centres set up =93 (iv) Teachers be- ing trained under the scheme	(i)=40,000 schools to achievement (ii)=20,000 (iii)=120 (iv) = -
Environmental Orientation to school Edu.	-	The target fixed was for 100 projects during the 3 years of 7th Plan (1987-90)	The scheme was started in 1988-89 and 25 projects are likely to set up.	Likely to ieve ... 5 projects b end of 198

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Terms of Reference of the Working Group on Planning and Management of Education (including Art, Culture & Youth Affairs & Sports)- Eighth Five Year Plan

1. To take stock of position likely to be reached by the end of 1989-90 both in relation to the original programmes of the Seventh Plan and the new initiatives, under NPE 1986/programme of action, to identify problems and suggest effective remedial measures.
2. To suggest a feasible perspective of development in the field of Planning and Management of education upto 2005 A.D. Keeping in view the need for grass root planning and to make the benefits of development programmes accessible to the weaker sections of society.
3. To suggest measures for upgrading the standards, facilities and attainments of backward states/Regions/Districts.
4. To specify in clear terms the objectives of the programme in the field of planning and management of education during Eighth Five Year Plan.
5. To consider in particular the role of CAME and the progress in the matter of
  - (a) Establishment of State Advisory Boards of Education
  - (b) District Boards of Education
  - (c) School Complexes
  - (d) Village Education Committees and make recommendation in this regard. To consider the configuration of similar mechanisms in Art and Culture, Sports and Youth Affairs.
6. To consider development of proper linkages between district Boards of Education and Panchayati Raj Bodies.
7. To consider arrangements for recruitment of managerial personnel in school system including heads of Institutions and supervisory officers and make recommendations for improvement in the same with a view to optimising institutional and system performance. In particular, consider the progress of the implementation of the recommendations of the NPE for constituting the Indian Educational Service as an All India Service.
8. To review arrangements for training of educational planner, administrators and heads of institutions and make recommendations regarding the same.
9. To make recommendations for enhancing the role of weaker sections including women in the management of Institutions and at supervisory/policy making levels.

10. To examine the question of establishing a synergistic alliance between Government/Semi-government management and voluntary organisations and socially conscious activists groups in the interest of attaining the goals of national educational development.
11. To suggest guidelines for ensuring managerial autonomy consistent with accountability in relation to development objectives
12. To consider the role of parents and parent-teacher associations in relation to educational process including management.
13. To consider such other matters as the Chairman feels relevant for formulation of Eighth Plan proposals.
14. To formulate feasible proposals for the Eighth Five Year Plan (1990-95) in the light of above perspective indicating priorities, policies and financial cost.

Proposed Organisational Structure in  
National Policy on Education

- Village Village Education Committee-guidelines approved by the CABE Committee on Management of Education. Village Education Committees and the involvement of Community.
- District District Board of Education  
Reorganisation of educational administration at the district level.  
  
Establishment of District Institutes of Education and Training.  
  
School Complexes-guidelines formulated by NIEPA
- State State level mechanism for training of educational planners and administrators and heads of institutions  
  
State Councils of Higher Education -- Guidelines formulated by the UGC  
  
Strengthening and reorganisation of state level administration for implementation of UEG non-formal education, adult education.  
  
Establishment of Adult Education Commission headed by Chief Minister.  
  
Strengthening of State Boards of Technical Education.
- National Indian Education Service  
  
Strengthening of the Ministry of Human Resource Development dealing with the NPE.  
  
Establishing the role and responsibilities of autonomous bodies.  
  
Establishment of National apex body to cover Higher Education in general, agricultural, medical technical and other professional fields.  
  
Accreditation and assessment machinery  
  
Establishment of National system of education monitoring and evaluation.

Adult Education Commission headed by the Minister of Human Resource Development.

New Boards of Studies of the All India Council for Technical Education accreditation power to be vested in the AICTE.

Strengthening of Bureau of Technical Education, Manpower Information Centres.

Establishment of learning resource development centres in IITs, TTIs.

Technology watch group

National Council of Teacher Education.

INDIAN EDUCATION SERVICE: GUIDELINES

( Report of the Sub-Committee of the CABE Committee on Management of Education)

Educational administrators face some of the biggest challenges in planning and management of education. This is more so in the case of developing world which has to take care of the backlog as well as provide for modernization in the context of emerging needs. Some of them are : quantitative expansion of education, scientific and technological revolution and imperative of excellence of knowledge at a component of development, challenge of equity, and increasing concern for human resource development. In this process, professional preparation and development of educational administrators has considerable significance in educational planning and administration.

The National Policy on Education 1986 and the Programme of Action have spelled out the goals and tasks in detail. The new dimensions of educational planning and management envisaged in the new educational policy demands:

- micro-planning and its verifications to ensure enrolment, retention and successful completion of courses by deprived sections of the society;
- long-range planning in the context of developmental thrusts and manpower requirements;
- decentralised and participative planning and management approach in the multi-level planning and management framework;
- monitoring and evaluation of programmes, institutions and functionaries;
- in-service training and orientation of educational planners and administrators and establishment of District Institute of Education and Training, State level mechanism; and
- establishment of Indian Education Service as an All India Service.

High level of professional and managerial capabilities will be needed to meet the above specified challenges. This will call for highly trained cadre equipped with a variety of skills and imbued with a sense of dedication and high morale. Such a cadre should be able to translate the NPE 1986 and POA into educational outcomes under the wide variety of conditions that prevail across the country. An understanding of the efforts made in the past in this direction might be worthwhile at this juncture.

Historically the concept is not new. A decision to constitute the service was taken in the early sixties. In 1963-64, views of the state government with regard to the constitution of the proposed service and the manner of making appointments were solicited. Ministry of Education had requested the state governments to indicate the number and designation of posts which they will like to be encadred in the proposed service. A draft outline of the proposal was also circulated to the state and union territories in 1965. Kothari Commission also welcomed the move and concurred with the establishment of the service.

The states that had responded to Ministry's proposal were Punjab, Gujarat, Maharashtra, Uttar Pradesh, West Bengal, Kerala, Orissa, Tamil Nadu, Jammu & Kashmir, and Goa, Daman & Diu. Further, the nature of responses ranged from total acceptance of IES to reservations about it. In addition, there were States/Uts that sought certain clarifications. Some of the issues raised were:

- a. The encadrement of administrative posts at the district.
- b. The inclusion of teaching and research posts in the service.
- c. The proportion of low percentage of promotion quota proposed for the state service officers;
- d. The need of having proficiency in the regional language; and
- e. The constitution of the service implied std encroachment on the autonomy of the states.

Even while the clarifications were being sought, in March, 1963, the Rajya Sabha had adopted a Resolution envisaging constitution of an Indian Educational Service, and in the same year a legislation to this effect was introduced in the Lok Sabha. At this stage however the matter was kept in abeyance.

The issue was, however, revived and included in NPE 1986. Before the Parliament approved the Policy its Draft was discussed in Education Minister's Conference, CABE and finally in the National Development Council. As stipulated in the Policy, the basic principles, functions and procedures of recruitment will be decided in consultation with the state governments.

The need for improving the effectiveness of management was underscored by the Policy and the following basic considerations were kept in view while advocating strengthening of educational administration:-

- a) systematic and better organisation of state education services from which personnel for the Indian Education Service would be drawn.

- b) strengthening of the positions of heads of education institutions, right from VCs to school headmasters, their status and their authority;
- c) Decentralisation mechanism to enhance peoples participation.
- d) creation of institutional structure for providing planning and management support;
- e) educational institution to have adequate linkages with developmental thrusts and concerned departments;
- f) establishing closer relationship between the general administration and the educational administration for effective implementation of educational policies and programme.

#### Objectives

The objectives of the Indian Education Service will be as follows :

- a) To create and develop a dynamic group of qualified and professionally trained planners and managers to deal with the changing demands and new role of education.
- b) To man key positions in educational planning and management at District, State and National levels through a cadre specially prepared for the purpose.
- c) To create a cadre that can periodically shift from field level to systems level planning and administration and vice versa, thus increasing the effectiveness of the system through better appreciation of issues and problems between field and systems levels.
- d) To create a cadre that is transferable between state and the centre thus bringing in grassroots experience to the national perspective and vice versa.
- e) To facilitate the emergence of a national system of education with a common cadre-based planners and managers at key positions in National, State and District level.
- f) To facilitate professionalisation of management.

There is a general consensus, among educational administrators and academicians, that Indian Education Service will have to be somewhat different from other services for the following reasons.



- a) Education being a concurrent subject, the State-Centre relations should be developed on the basis of meaningful partnership particularly in this context of this sector.
- b) In education, administration is an essential support service to promote and strengthen the teaching, training and research activities.
- c) For being a good educational administrator one requires to have the first hand experience of educational processes i.e., teaching, training and research.
- d) Provision of mobility from teaching and research to educational administration and vice versa on tenure basis to ensure vitality and relevance of the system;
- e) Experience of research should be an important input in the educational administration.

Keeping in view the above considerations the proposed recruitment structure has been designed to accommodate both large scale direct recruitment at the initial stage and also multi level entry into the cadre of IES at various stages. It is also essential that there should be adequate quota for promotion to the services from the different streams.

#### Organisation and Structure

The Indian Education Service will include all educational posts with essentially administrative duties at the centre, state, region and district levels. The constitution of the service will be notified by the Government of India. The details regarding encadrement of posts, eligibility criteria, selection and recruitment, placement and training are given in the following paragraphs.

Keeping in view the organisational structures at district, regional, state and national level, and requirements from academic institutions and other sectors, the total number may be to the tune of three to four thousand.

With a view to promote cross-fertilization of ideas, experience and cultural ethos it is envisaged that officers selected will also be assigned to states different than their own. Hence, it should be made a convention that only about 50 per cent of the IES officers are assigned to their own states.

#### a) Encadrement of Posts

##### i) National Level

All posts of administrative and advisory nature equivalent and above the rank of under-secretary in the Department of Education (Ministry of Human Resource Development) and posts of equivalent rank dealing with education in other ministries/departments be encadred. This will also include the posts of administrative and

advisory nature equivalent and above the rank of under-secretary in the Kendriya Vidyalaya Sangathan, Navodaya Vidyalayas, Central Board of Secondary Education and other educational organisations.

1) State Level

All posts of administrative nature equivalent and above the rank of District-level Education Officer at the district, region, directorate and secretariat levels.

2) The encadrement at the national and state level would include temporary posts which have been in existence for a minimum period of three years and are likely to continue.

3) Posts of administrative nature in educational, training and research institutes, professional organisations be encadred on optional basis.

The cadre controlling authority for the service will be the Ministries of Education in State and Department of Education in the Ministry of Human Resource Development at the National level.

Size of Reserve

In addition to the encadrement of the above mentioned permanent and temporary posts, provision will have to be made for creating a reserve pool of officers for the purposes of deputation to other institution, level and training. Keeping in view the nature of the tasks the members of this service are to equip themselves for career development on continuous basis through in-service training and orientation programmes, studies, research and if possible teaching. As such the usual provision of leave of 11% as provided in other services is inadequate and may be fixed at 15% of total posts mentioned above.

Selection and Recruitment

The entry to Indian Education Service will be based on an open all-India written examination to be conducted by UPSC. However, initial selection for senior positions could be done by filling positions from the officers having necessary qualifications, aptitude and commitment from the centre and state governments. Supplementary arrangements for training could be made for re-orienting them to the new demands and roles.

The minimum qualification required for appearing at the competitive test would be Masters degree or its equivalent. The age requirement at the minimum would be of 23 years. Keeping in view the average duration that an individual takes to complete the post graduation and doctoral degree the maximum age fixed for the candidates would be 29 years.

The IES officers will need a high level of proficiency and command over the regional language and as such each member of the IES will be required to qualify in the states official language during the probation period.

It is envisaged that the induction into the service will be done in three different ways: (a) the direct recruits; (b) promotees of educational administrative posts at Centre, State and District levels; and (c) time bound tenured officers from teaching profession who may enter the service at middle and senior levels. The suggested strategy could be 1/3 direct recruitment, 1/3 promotees from Centre, State and District levels and 1/3 divided into two levels for middle and senior level lateral entry on tenure basis.

### Training and Placement

Pre-induction Training of direct recruits will be for two years. Central Government will provide training facilities for the direct recruits as well as others. The arrangements for their training will have to be coordinated by national level institutes. The first part will be combined with training of direct recruits of other all-India services like the IAS. The second phase of training will be conducted by the institutes specialising in Educational Planning and Management.

Third part of training will be a kind of attachment to schools, colleges both of general and technical education and research institutes and administrative units at Block, District and State level.

For officers other than those who are direct recruits, national level institutes will design tailor made programmes to suit the training needs of these officers from time to time.

To meet the rate of change in the field of education and management, direct recruits as well as others will be required to attend refresher courses at least once in every three years.

### Rotation and Specialisation

In the process of posting, officers should be rotated on various jobs such as Adult Education, Elementary Education, Higher Education, Schools, Colleges, Research Institutes, Training Institutes etc. so that in 10-15 years they acquire all round experience. Thereafter they can specialize according to their interest and needs of the state.

### Career Development

In-built rules for promotions on the basis of seniority and performance on the model of Indian Administrative Service will be required so as to remove stagnation and provide recognition and reward for outstanding work.