

THE CENTRAL ADVISORY BOARD OF EDUCATION

**THIRTY NINTH SESSION
JUNE 6 & 7, 1983
NEW DELHI**

SUPPLEMENTARY AGENDA



सत्यमेव जयते

**MINISTRY OF EDUCATION AND CULTURE
GOVERNMENT OF INDIA
NEW DELHI
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ITEM NO. 1 : TO CONSIDER MAKING IT OBLIGATORY FOR THE ORGANISATIONS EMPLOYING ILLITERATE ADULTS AND CHILDREN TO MAKE ARRANGEMENTS FOR IMPARTING THEM LITERACY

(Suggestion by NIEPA)

The Constitution of India has provided a guiding principle for universalisation of elementary education and lately a very high priority has been given to it by the Government. It has also adopted on a priority basis a programme for removal of adult illiteracy. Efforts are being made to achieve these national objectives by organising programmes for children of school-going age, adult illiterates, school dropouts and the children left out from the main stream of education. The Sixth Five-Year Plan has mentioned elementary education and adult education as parts of the Minimum Need Programme. The 20-Point Programme of the Prime Minister also mentions them as important inputs for national development.

2. The importance of workers' education has been recognised since long. Some organisations concerned with workers education have taken this task upon themselves. Worker's functional literacy programmes are, for example, being organised by Shramik Vidya Peeths. The workers and the labour class are the producers of wealth in the country. Literacy and education will enhance not only the capabilities of these workers and improve their quality of life, it will also improve their productivity. By gaining literacy, they will be able to read instructions independent of others, thus, saving time and energy, and use them in their job activities and production. The gain will accrue not only to the workers but also to the establishments in which they are employed.

3. Forty per cent India's population consists of children under the age of 15 years. Out of this age-group, specially those between 9 to 14 years constitute a very important segment of society as a large number of these children are engaged in productive and economic activities. Young children bring a large chunk of national income in Jammu and Kashmir in the carpet weaving industry because their nimble fingers weave delicate patterns neatly and quickly. There are other children working on the economic front in petty eating establishments, auto-repairing, newspaper industry, bidi industry, domestic servants and the like. Many of them are deprived of their birth right for education, as they have no time for the formal schooling. Some are engaged in agriculture and farms helping their employers in the production of grains, medicine and raw materials. No nation can afford to neglect this large segment of young generation to remain ignorant, illiterate and semi-skilled if, the national goal is around development.

4. School, non-formal and adult education programme are already in existence under the auspices of the Ministry of Education. These need to be supplemented by making a special thrust by covering adult and child *working* population through the involvement of industrial concerns, business houses and other organised sectors of employment in the programmes.

5. C A B E may consider the following proposals :

- (i) The Government should impress upon and encourage large business houses, industry and other organised sectors employing workers to plan literacy programmes for the education of their workers keeping in view the age-group, experience and the needs of each target group.
- (ii) The Ministry of Education and Culture should oversee the workers literacy programmes and provide necessary encouragement and suitable support for the programmes.
- (iii) Collaboration of Ministries of Industry, Employment and Training and other concerned Ministries and departments should be sought to help the industrial/business houses and other organised sectors to plan and implement suitable literacy programmes for the education of various age-groups of their employees.
- (iv) Suitable programmes can be developed by the agencies like Directorate of Adult Education, NIEPA and NCERT by establishing linkages with the Workers' Education Organisations Shramik Vidya Peeth and Satellite based programmes of Non-formal education for adults and children.
- (v) NIEPA has been organising National Orientation and Training programmes for the Key Level Functionaries for Adult and Non-formal Education. The main inputs of these programmes relate to techniques and mechanism of Planning, Administration, Management, Evaluation and Monitoring system for educational programmes. This experience of NIEPA can be utilised for furthering the cause of adult workers' education and non-formal education of illiterate working children. The key level functionaries responsible for developing literacy and education programmes for adult and child workers in industry, business houses, and other sectors can take advantage of the experience and expertise available in NIEPA for educational planning, management, administration and system approach to evaluation and monitoring.
- (vi) There is need for developing condensed courses especially for younger age-groups of workers to enable them to re-enter into the formal schools.
- (vii) The Open School of the CBSE should be utilised for post-literacy and further education of the target group.
- (viii) Extension literacy programmes should be developed by the concerned department/institutions for adult workers in the age-group of 15 years and above. These courses may be designed on the pattern of spare time school in China and other countries where the workers are able to improve their technical skills and are given incentives and promotions on their respective jobs by the industry.
- (ix) Voluntary organisations should be involved in so far as the adult and children working in small unorganised establishments are concerned.

The largest reservoir of energy in India lies in its manpower. If properly harnessed and equipped with literacy, this manpower can become vital source of productivity and development in the country. Workers' literacy programmes, therefore, provide a ray of hope for not only universalisation of elementary education but also the development of the national energy i.e., its manpower.

ITEM NO. 2 : SETTING UP OF MODEL HIGHER SECONDARY SCHOOLS IN EACH DISTRICT RECOMMENDED BY THE ESTIMATES COMMITTEE OF THE 6TH LOK SABHA 1976

Estimates Committee of the Lok Sabha at its meeting held on 5-2-76, on an item of the Ministry of Home Affairs, made the following recommendations:—

“The Committee suggest that there should be at least one model Higher Secondary School in every district and one or more model colleges in every State which may provide the necessary facilities and atmosphere for development of excellence in the students and equip them to compete successfully in the All India Services”.

This recommendation was made with a view to improving the standard of performance of the candidates in examinations for All India Services. The Ministry of Home Affairs in its reply to this recommendation of the Estimates Committee stated that :

“Education being a State subject as per List II in the Seventh Schedule to the Constitution, the aforesaid suggestion of the Estimates Committee had been referred to the State Governments for consideration”.

2. The Estimates Committee in its Seventh Report of the 6th Lok Sabha in Para 1.7 made the following further observation :

“The Committee would like to reiterate their earlier recommendation and stress that as the question of opening of Model Higher Secondary School in every district and one or more colleges in every State is a wide policy matter affecting all the States, Government should earnestly take up this matter with all States and persuade them to implement this recommendation”.

3. The matter was then referred to the Ministry of Education for necessary action. In this connection the CABE at its 36th Session held on September 18 & 19, 1972 had considered and approved the proposal of setting up of a Model Primary School in each block and the model secondary school in each district. This scheme was prepared by the Ministry of Education in pursuance of a recommendation for quality of school education made by the Kothari Commission (1964—66). Since all the States/ Union Territories were parties to this decision it was then considered that further formal reference to the State Governments/Union Territory Administrations was not necessary. The Ministry of Finance and the Planning Commission had also on different stages scrutinised this scheme. The Planning Commission's views were that since education is a State subject, the idea of such schools is by itself good and they might be an integral part of the State system of education. But the cost aspect should also be kept in view and it needs to be assured that these model schools should not be much costlier than the normal schools and become merely showpieces. However, the proposal was discussed at the level of Education Minister in 1977. It was not considered advisable to take any action then.

4. On receipt of the further observation in the 7th Report of the 6th Lok Sabha, implementation report on the recommendation made by the Estimates Committee was insisted upon.

5. In so far as the recommendation relating to model higher secondary school is concerned, the implementation report has been given by the Ministry in October, 1982. Extracts from this report are quoted below:—

“Model Higher Secondary School : Although according to the 42nd Amendment of the Constitution, ‘Education’, is in the Concurrent List, the Ministry of Education would not like to interfere unduly with the State Governments since Education, particularly School Education, has necessarily to continue to be the responsibility primarily of the States.

The idea of setting up model schools was approved by the Central Advisory Board of Education (CABE) as early as in 1972. Since all the States were represented in CABE through their Education Ministers and since the proposals for model schools were endorsed by the CABE, the States were well aware of the decision, being a party to CABE's endorsement. It was not then considered necessary to write separately to the State Governments. However, in view of the changed circumstances with Education being now in the Concurrent List, the proposal of setting up a model elementary school in each community development block and a model higher secondary school in each district is proposed to be submitted to the national forum of the Central Advisory Board of Education, before considering it for implementation, in consultation with the Planning Commission and the Ministry of Finance.”

6. As per the cost estimations made in 1977 the total cost of setting up 5,300 elementary schools and 380 secondary schools phased over a period of five years would cost about Rs. 189.15 crores (comprising Rs. 43.99 crores for elementary schools and Rs. 145.16 crores for secondary schools). This will be much more now.

7. The Government is presently engaged in the momentous task of realising the constitutional goal of universal elementary education by 1989-90 as targetted under the 6th Plan and the new 20-point programme of the Government. The fulfilment of this task which remains before the country for the last 32 years of planned development comprises not only universal enrolment involving 16.30 crores of children of the age-group 6-14 but also ensuring their retention till they complete the minimum educational stage of eight years of schooling. The available resources, in view of the rising cost, have proved to be too meagre to help in fulfilling the task by a target year. For universal retention and drastic reduction in the present high drop-out rates (63% at the end of class V and 77% at the end of class VIII), it is essential that the infrastructural deficiencies are removed without any delay, quality of education is enhanced in the vast number of primary and middle schools, by decentralising the curricula making them completely relevant to the local situations and life needs of children residing in diverse areas according to social, economic, geographical and cultural factors. The model schools can at best cater to the needs of a very limited number of students selected on the basis of merit. On the other hand whatever additional resources are available, if mobilised for removing the basic deficiencies and improving the quality of education in the vast number of primary and middle schools, it would go a long way in our basic task.

8. In the light of what has been stated above, CABE may please advise on the further course of action to be taken about the proposal relating to ‘Model Schools’.

ITEM NO. 3 (A) : MAKING OF REGULATIONS DEFINING MINIMUM STANDARDS OF INSTRUCTION FOR THE GRANT OF ANY DEGREE BY ANY UNIVERSITY UNDER SECTION 26 (1)(F) OF THE UGC, ACT

Section 26(1) (f) of the UGC Act provides that the Commission may make regulations consistent with the Act and the rules made thereunder defining the minimum standards of instruction for the grant of any degree by any University. Section 14 of the UGC Act further provides that "if any University fails within a reasonable time to comply with any recommendations made by the Commission under Section 12 or Section 13 or contravenes the provision of any rules made under clause (f) or clause (g) of sub-Section (2) of Section 25 or of any regulation made under clause (e) or clause (f) or clause (g) of Section 26, the Commission after taking into consideration the cause, if any shown by the University for such failure or contravention with such recommendation, may withhold from the university the grants proposed to be made out of the Fund of the Commission."

The Commission had appointed a committee in connection with the question of framing rules and regulations under Sections 25 and 26 of the UGC Act. The Committee met on the 24th of July, 1972.

The Committee recommended that a working group may be constituted for defining the minimum standards of instruction for the grant of any degree by any University under Section 26(1)(f) of the UGC Act. The recommendation of the Committee was considered by the Commission at its meeting held on 9th of July, 1983, and, as desired by the Commission, the matter was considered by the UGC Advisory Committee of Vice-Chancellors at its meeting held on 30th of January, 1974.

The Advisory Committee of Vice-Chancellors felt that the framing of the regulations could wait till conditions of grant have been studied and a survey of the present facilities available in the colleges made. This question was linked with resources and unless and until sufficient funds were available it may not be possible to lay down standards for this purpose. The Committee recommended that a working group may go into this question in greater detail.

The recommendations made by the Advisory Committee of Vice-Chancellors were considered by the Commission at its meeting held on 8th July, 1974, and, as desired by the Commission, a working group was constituted for defining minimum standards of instruction for the grant of any degree by any university so that regulations may be framed in the light of these recommendations to enforce and monitor these standards.

The working group met on the 8th of January, 1975 and made several suggestions regarding number of instructional days, minimum number of contact hours per week, a study of existing practices and procedures followed by universities for granting various degrees etc.

The Public Accounts Committee had sometime back recommended that the Commission may prescribe regulations under Section 26(1)(f). But before doing this, the Commission requested the State Governments on 21st of February, 1979 for their views with regard to the Commission prescribing such regulations. The State Governments were also informed that when such regulations are framed by the

Commission, it would be incumbent on the universities to follow the same and any failure to do so would attract the provisions of Section 14 of the UGC Act.

In response to the above communication, the following State Governments/Union Territories have sent their views which are mostly in agreement with the necessity of prescribing such regulations:—

- (1) Gujarat,
- (2) Himachal Pradesh,
- (3) Haryana,
- (4) Kerala,
- (5) Meghalaya,
- (6) Madhya Pradesh,
- (7) Maharashtra,
- (8) Orissa,
- (9) Tripura,
- (10) Uttar Pradesh,
- (11) Chandigarh,
- (12) Goa, Daman and Diu.

The views of the State Governments of Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Nagaland, Punjab, Sikkim, Tamilnadu, West Bengal and Manipur are still awaited.

There has been a long delay partly due to consultations with the Vice-Chancellors of universities and State Governments, in prescribing regulations defining minimum standards of instruction for the grant of any degree by any university. Now that the UGC has gone through the processes of consultation on the issue, any further delay would merely lead to an erosion of standards, which are already feared to be declining in a number of institutions. The Commission, therefore, would finally like to place it on record that it is taking immediate steps for drafting regulations corresponding to Section 26(1)(f). It is further brought to the notice, particularly of the State Governments, that this would imply in several cases an augmentation of facilities and improvement in the performance of the universities and their colleges.

(B) STANDARDS IN HIGHER EDUCATION

There has been criticism that the standards of higher education in the country has been rapidly deteriorating. Most foreign universities do not reportedly attach the same value to our University degrees as they did some years ago. There has been criticism that higher education in our country is not forward-looking; it lacks the necessary dynamism; and that generally higher education does not have a sense of purpose and direction. For the generality of students enrolled in institutions of higher education, the programmes offered do not visualise any skill development.

It is generally agreed that a close look on all these issues is necessary. In the past, there have been attempts to review the status of university education, its standards, and so on. The Radhakrishnan Commission (1949), the UGC Committee on Standards (1961) and the Kothari Commission (1966) have all dealt with these issues in one form or another. The recommendations of the UGC Committee on standards were taken note of by the Kothari Commission and the Kothari Commission's recommen-

dations formed the basis for the National Policy on Education adopted in 1968. Although within the resources at our disposal, efforts have been made to implement the recommendations made by all these Committees and Commissions, there has been no noticeable impact on standards due to various reasons. A chronic problem that has deep significance in this context is the unplanned proliferation of institutions and the frittering away of resources on them. On the other hand, the increasing social demand for higher education compels greater access to higher education facilities to larger sections of the populations.

It is against this background that the question of standards of higher education has to be considered and examined. Some of the major issues that require serious consideration are :—

- (i) The phenomenal expansion in higher education has virtually made it impossible to bring about any meaningful reforms in structures and processes. The social pressure on higher education is such that it will be unwise for a democratic Government to deny access to higher education facilities. Efforts in opening non-formal channels to ensure greater access have had only marginal impact so far. The growing problem of unemployment compels larger sections of the population to remain in universities and colleges for as long as they can. In this context a possible solution will be to devise two types of courses to be offered by the Universities and Colleges, namely, courses designed to ensure skill development for a majority of students whose employability can be enhanced and courses designed for the benefit of students who are seriously interested in scholarly pursuits.
- (ii) There have been suggestions that there should be selectivity in admission to post-graduate courses and research programmes. Such a selective approach would become meaningful and effective only if two considerations are fulfilled. These are—(a) a majority of students should have opportunities to take up courses which will enable them to seek gainful employment initially so that the pressures on courses which should be academic pursuits are reduced, and (b) there should be opportunities for those who take up skill development programmes to return to academic pursuits when they are ready for it. Such an approach would presuppose that there should be a variety of non-formal programmes and greater flexibility in the structured formal programmes.
- (iii) It is only when a dichotomy of the kind mentioned above in objectives is achieved that any significant efforts can possibly be initiated for serious reforms in curricular content, teaching methods and examination system generally and in respect of academic programmes particularly. All these three issues are significant in the context of improving standards of academic courses and their comparability at the international level.
- (iv) The first degree courses have by and large been reduced to stereotypes designed decades ago; the curriculum is not demanding enough for the committed teachers or the serious students; as a result neither the teacher nor the student has to put in that extra effort which should make him a real scholar. Unless the numbers are brought within manageable proportions, any effort in this direction is unlikely to achieve much.
- (v) The examination system is under serious strain. In fact, under various pressures there is a slide back even in such efforts as have been initiated. The emphasis on securing a degree has over-shadowed the purpose of education; malpractices and unfair means dominate the examination systems. The fact that what is important is the degree and not the means by which it has been obtained has seriously eroded the value of the degree itself.

- (vi) The University Degree in the country is today universally recognised. It is not subject to any further test. As a result, there is no method by which the standards of attainments of graduates from different universities can be objectively assessed. It is in this context, that a proposal for a National Examination has gained some strength. Such an examination would subject a degree holder to a test for assessing his attainments and it would, in turn, compel the universities to ensure that their graduates reach that level. Failure to do so will affect the reputation of the University concerned and this would impart a sense of competitiveness among the universities.
- (vii) A possible solution to the existing state of indiscipline and lack of commitment among teachers and students is to make University education a more demanding enterprise. This would involve curricular reforms, rigorous evaluation and an extension of the course content itself.
- (viii) There have been suggestions about introduction of Open University programmes. If these programmes have to be introduced, it has to be ensured that its programmes are such as would ensure greater access to higher education on the one hand and should provide opportunities for self-improvement on the other. In other words, the programmes of the Open University should necessarily be different from those offered by the conventional Universities. The scope and type of such programmes will have to be carefully drawn up.
- (ix) The infrastructural facilities for research, particularly in basic sciences and inter-disciplinary areas have to be strengthened. Viable and functional linkages should be established and developed between Universities, National Laboratories and other organisations engaged in research.

ITEM NO. 4 : STRENGTHENING OF THE CAPABILITIES IN EDUCATIONAL PLANNING AND MANAGEMENT WITH A VIEW TO IMPROVING THE EFFICIENCY OF THE SYSTEM

The fast changes that are taking place in the field of education, coupled with the changes that are occurring in other sectors of development, have made the task of educational planners and administrators very challenging. The growing awareness about education and the contribution it makes to economic, social and national development has resulted in considerable expansion of educational facilities in the country since independence. The number of children coming to schools has increased tremendously; not only there are increased opportunities for access to education through formal system of schooling, but special attention is also being given to non-formal and adult education.

2. Consequent upon the phenomenal growth of education, the problems of educational planning and management have become manifold. Apart from the pressures of large numbers, there is serious constraint of financial resources which has aggravated the situation. The progress of the priority programmes like Universalization of Elementary Education and removal of illiteracy is not as one would wish to be. The Government has lately been concerned with the existing level of efficiency of educational administration. The Sixth Plan has emphasised the need for strengthening educational management which holds the key to getting best out of the available resources.

3. In order that the educational administrators at the State, District, Block and Institutional Levels have the required competence to deal with their challenging tasks, it is essential that their capabilities are enhanced through a regular programme of training in educational planning and management.

4. The NIEPA has been organising a number of training programmes for different levels of educational functionaries of the country as well as from abroad. It has *inter alia* conducted some orientation courses for senior School Administrators of India. As the District Education Officer is the kingpin of educational administration at the district level, the NIEPA also organised last year a Pre-Induction course for DEOs, of six months duration (3 months intensive training in NIEPA and 3 months supervised project work on the job). Twenty nine newly appointed or would-be DEOs participated in the training programme from 9 States and 4 Union Territories. The programme covered not only sensitisation of the participants to the current issues and trends in educational development but it also dealt with the various aspects of professional growth of the participants so that they could perform their tasks more efficiently. There were 30-credit courses which included different aspects of planning and management such as Planning techniques, multi-level planning, macro and micro planning, formulation and implementation of district/block institutional plans, integrated development planning, school mapping, management of resources and their optimum utilisation, human resource development, inter-personal relationship, decision making, communication, leadership, monitoring and evaluation, inspection and supervision, community involvement, coordination and linkages etc.

5. The second six-month Pre-Induction Training Programme for DEOs will commence on 15th July 1983, besides the usual short-term courses for other educational administrators.

6. The following proposals are made for consideration of the CABE :

- (i) The need for enhancing the professional growth and strengthening the capabilities of educational planners and administrators should be recognised and special attention should be paid to it by the States and Union Territories with a view to increasing the efficiency of the system and to make optimum use of available resources for educational development.
- (ii) The States and Union Territories should take maximum advantage of the various training programmes organised by NIEPA in Educational Planning and Administration by deputing their key level personnel for these programmes.
- (iii) All the States and Union Territories should prepare a plan by which they could depute each year their newly recruited DEOs (or those in the line of promotion) for intensive training in Educational Planning and Administration at the NIEPA's Pre-Induction Course for DEOs so that a properly trained cadre is built for the purpose in each State and Union Territory.
- (iv) A systematic plan should be formulated by each State/Union Territory for retraining their other officers with the help of the key personnel trained in NIEPA. The technical help and collaboration of NIEPA could be sought for the purpose.

7. Human Resource is an important resource of the country. Educational Planners and administrators constitute a vital resource. Their professional development by enhancing their capabilities in educational planning and administration is *sine qua non* for successful implementation of the programmes of universalisation of elementary education and removal of illiteracy, etc.

ITEM NO. 5 : SUGGESTIONS FROM THE GOVERNMENT OF PONDICHERRY

Admission problems faced by the C.B.S.E. students in Higher Educational Institution

The students passing out the C.B.S.E. examination with 'F' (Fail) entry but declared to have passed find it difficult to join the +2 stage of the Board of Higher Secondary Education, Government of Tamil Nadu, since the Board insist 35% of marks in the External Examination in 5 of the compulsory subjects Viz., English, Tamil, Mathematics, Science, History and Geography. Hence an uniform pattern in the marking system has to be evolved to avoid any hardships to the students.

Enhancement of Honorarium to the Part-time Instructors

The Part-time Instructors engaged for conducting classes under the Adult Education programme/ Rural Functional Literacy projects are at present allowed a honorarium of Rs.50/-per month for four classes in a week at 2.00 hours per class. In view of the increases in cost of living, this administration feels that there is enough justification in the revision of the rate of honorarium to the Part-time Instructors. It is suggested that the honorarium allowed to the Part-time Instructors engaged in National Adult Education Programme may be revised at least to a minimum of Rs. 100/-per month.

ITEM NO. 6 : SUGGESTIONS FROM SMT. RAJAMMAL P. DEVADAS, DIRECTOR, THE AVINASHILINGAM EDUCATION TRUST INSTITUTIONS, COIMBATORE

1. Need for involving students in the national programmes for development

In implementing national schemes, resources and expertise are areas which concern the educationists. The university students provide the necessary human resources and can easily be motivated to participate actively in the non-formal, adult education programmes and other development efforts and benefit there.

Today's student population is a dynamic group, whose activities, if properly harnessed, will help in channelising their energies for constructive activities and in discharging their responsibilities towards the community which has invested in them. They constitute a group of people who can readily absorb the philosophy and techniques relevant to community efforts. In the implementation of development and adult education programmes, students' talents are an asset.

All universities in India must have an inbuilt programme in their course requirements, wherein the students are required to undertake one year's NAEP work before they are eligible for a degree. The time spent by the teachers in guiding the students in such work must form part of their workload.

As we visualise it, the need for paid adult NAEP workers is not dispensed with. The paid worker will have to organise and help the honorary worker namely the student, to actively participate in the programme and also to monitor the work that is done.

Strategy

A detailed study of the statewise, districtwise, village wise census reports will indicate the areas where NAEP will have to be initiated, the number of centres and instructors that may be necessary. Each instructor will be responsible for five or six centres. He or she will also be responsible for assessing the availability of student resource in organising the work of the centres allotted to him or her. Just as the NCC officer goes round the college to mobilise, supervise and assist the NCC activities in the colleges, so also the NAEP officers and instructors should plan and activate the college student groups. Just as the NCC directorate is distinct and functions as such, there should also be an NAEP directorate.

The success of the programme lies in its being a continuous one with full attendance of neo-literates. Ways and means of motivating them to join and continue in the adult education classes should be explored.

2. Community and Social Service (CSS) must be made curricular component

Another suggestion is to make the community and social service (CSS) part of a regular course e.g. Rural Economics—wherein the scope will be available to make the C.S.S. course more practicable and at the same time give a programme for students to score marks.

The University of Madras introduced the C.S.S. for all students in the Under Graduate and Post graduate classes. The plan was well drawn. A great deal of thinking, discussion, training and orientation went into it. The University of Madras has also brought out a brochure on C.S.S.

