

**CENTRAL
ADVISORY BOARD
OF
EDUCATION**

**THIRTY-EIGHTH SESSION
(November 27-28, 1975)**

ADDRESSES AND RESOLUTIONS



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**MINISTRY OF EDUCATION, SOCIAL WELFARE AND CULTURE
GOVERNMENT OF INDIA**

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WELCOME

SHRI K. N. CHANNA
Education Secretary,
Government of India

On behalf of the Ministry of Education, Social Welfare and Culture, and myself, it is my privilege and pleasure to welcome you to this thirty-eighth meeting of the Central Advisory Board of Education. I should also like to thank you for accepting our invitation to participate in this meeting, in spite of the short notice. I am confident that your deliberations and recommendations will be of immense use to the Government of India and to the State Governments for the proper development of their educational programmes.

The main object of this meeting is to review broadly the likely progress of education in the first three years of the Fifth Five Year Plan and to decide upon a realistic strategy of action over the remaining Plan period. To assist in these deliberations, we convened a Conference of the Education Secretaries and Directors of Education on the 25th and 26th of this month. The Conference has prepared, after examining the current educational situation, some draft resolutions which have now been circulated to all the members. I take this opportunity to thank the State Education Secretaries and Directors of Education for their labour, and hope that their proposals will be of some assistance to the Board.

May I also invite your attention to the first results of the third educational survey which have now become available and a small booklet on which has been circulated to you? These data are significant for the main objective of this meeting.

I should also like to say a few words about the implementation of the proposals, relating to the education sector, included

in the 20-point economic programme announced by the Prime Minister.

(a) As a result of the constant efforts made by the State Governments and the support provided by the Government of India, arrangements are already in operation for the supply of essential commodities in about 3,600 hostels with about 2.76 lakhs of residents or 60 per cent of total estimated number of students residing in hostels and approved lodgings. As a result of these measures, the monthly mess bill of the students in these hostels has been considerably reduced.

(b) Paper at concessional cost and weighing about 1.78 lakh tonnes has been allocated to the State Governments for the production of reasonably priced text-books and note-books. Reports have been received from several parts of the country that, as the result of these measures, the prices of text-books and exercise books have been considerably reduced and that they are easily available in the market at controlled rates.

(c) Under the modified and expanded scheme of book banks, initiated by the University Grants Commission, 625 book banks have been established and grants-in-aid of about Rs. 42 lakhs have already been released. In some States, similar provision of book banks has made at the school stage also.

(d) Out of about 13,000 vacancies located in industry for the degree and diploma holders in engineering, about 5,700 seats of apprenticeships have been utilised.

Mr. Chairman, we are fortunate in having the benefit of the continued advice and guidance of an educationist of your eminence for the last four years. The initiative and drive that you have shown in restructuring and development of education is well known and does not need elaboration. We are confident that your leadership will be of immense help in meeting the complex and difficult challenges which now face us. I would not, therefore, stand any longer between you and the members of Board and request you kindly to address us on the main theme of this meeting.

CHAIRMAN'S ADDRESS

PROFESSOR S. NURUL HASAN
Minister of Education,
Social Welfare and Culture

I join my friend and colleague, Shri K. N. Channa, in welcoming you all to this thirty-eighth meeting of the Central Advisory Board of Education. As the Board has been reconstituted this year, I would like to place on record my deep appreciation of the valuable services rendered to the Board by the outgoing members. I also extend a warm welcome to all the new members who have joined it. I would especially like to extend a hearty welcome to two recent additions to our family, viz., the Education Minister of Sikkim, and the Education Minister, Arunachal Pradesh.

I am extremely grateful to you, Madam Prime Minister, for finding some time, from your extremely busy schedule, to be with us again. We all remember your words of advice and cheer in our last session when the clouds in the educational sky appeared to be the darkest. We are happy that you are with us again to advise and support us during this year when our difficulties are still far from solution.

The Financial Constraints

Madam Prime Minister, the State Education Ministers held an informal meeting yesterday evening in this very room to discuss the current educational situation in the country. It was their considered view that the crucial role of education in nation-building is not receiving adequate attention, that education is

not being given its due priority, and that the allocations available to education in the Fifth Plan have now been reduced so drastically and to such low levels that the entire future of education, and of the country, is likely to be adversely affected. They, therefore, unanimously resolved that I should convey to you their great anguish and concern over this situation. I would, therefore, take a little of your valuable time to explain their viewpoint.

As you are all aware, the Central Advisory Board of Education prepared, in 1972 a detailed plan of educational development which was broadly based on the national policy on education and was estimated to cost Rs. 3,320 crores. As funds of this order were not available, the Board identified, in 1973, 'priorities within priorities' and prepared a modified plan costing Rs. 2250 crores—an amount which was indicated as a tentative allocation for education in the official document on the *Approach to the Fifth Plan*. But when the draft Fifth Plan was finalized, even this allocation was cut down further to Rs. 1,726 crores which works out to only about 4.6 per cent of the total outlay, against an outlay of about 7 per cent in the first three Five Year Plans, and of 5.2 per cent in the Fourth Plan. This caused considerable dissatisfaction in all the educational circles and involved a drastic modification of several major programmes.

But even this allocation does not seem to be anywhere in sight at the moment. During 1974-75, the first year of the Fifth Plan, the total allocation to education was drastically reduced to Rs. 181 crores. This situation was made worse by severe post-budget cuts in the Centre and in the States, and consequently the total expenditure during the year was about Rs. 160 crores. During the current or second year of the Fifth Plan (1975-76), the total allocation remains almost at the same level and stands at Rs. 182 crores. Although the Ministries and Departments of Planning and Finance continue to adopt their familiar techniques of slowing down expenditure, there have been no post-budget cuts corresponding to those of the last year, and the actual expenditure therefore is likely to be Rs. 175 crores. This

would be around 3 per cent of the total Plan outlay for the year. We have also been informed that the allocation to education during the next year (1976-77) is likely to be of the same level as during the current year. Taking these facts into consideration, and even allowing for some improvement in the allocations during the remaining two years of the Fifth Plan it appears that the total outlay on education in the Fifth Plan as a whole may not exceed Rs. 900-1100 crores. This is the lowest proportional allocation made so far in the Five Year Plans. Even in the Fourth Plan, the total allocation to education was Rs. 822 crores and the actual expenditure was about Rs. 768 crores. In comparison with this, the allocations in the Fifth Plan appear even more inadequate, especially if we take into consideration the rise in prices and the much larger expansion at all levels which has to be dealt with in the Fifth Plan. The situation is also made worse by the practice, which the States are being compelled increasingly to resort, of keeping even sanctioned posts of teachers vacant *sine die*, in order to keep the non-plan expenditure within limits or to accommodate increases due to grant of dearness allowance and other similar reasons.

The Education Ministers are of the view that these drastic reductions in allocations to education raise a very fundamental issue, namely, the priority which the country should attach to programmes of educational development. The present policy seems to be that, whenever need for economy arises, the axe of retrenchment falls first and falls heavily, on education. This happens when there is a shortfall in revenue or an unusual increase in expenditure in some other sector or a calamity like famine or floods occurs. The Education Ministers are therefore of the view that this basic situation will not be changed unless a deliberate decision is taken, both at the Central and State levels, to accord a due priority to education. This can only be done by you, Madam Prime Minister, as the supreme leader of this country. The Education Ministers therefore look to your guidance and support on this important issue. They would also like you to examine their plans and proposals and would be grateful for the advice and suggestions you may be kind enough to offer.

Main Events of the Year

Last year, we decided to redefine the strategy for educational development in the light of the financial constraints. Some action to develop this new strategy has already been initiated. There has been a good response to the proposal to adopt the new pattern of 10+2+3 and, as the papers before you will show, most of the States will be implementing this programme during the Fifth Plan. The programme was also supported fully in the Vice-Chancellors' Conference held about two months ago and the UGC has also issued guidelines about the manner in which this new programme should be utilised for improving standards in higher education. I am also happy to note that there has been some restraint in the proposals to expand higher education and to establish new universities and colleges, although some States have not yet been able to control the situation adequately. The attempts to regulate enrolments in higher education have also been effective to a great extent and there appears to be considerable reduction in them, which only a short while ago, were rising at a fantastic rate of 10—13 per cent per year. The proposals to reserve seats for the weaker sections of the community, and especially for the Scheduled Castes and Scheduled Tribes, in all full-time institutions of higher education, has also been introduced in some States. I hope that this major programme of social justice is pursued more vigorously and made universal in the next year or two. In spite of the great financial odds, the UGC is making a heroic effort to promote a comprehensive programme for the qualitative improvement of higher education and I hope that it will be increasingly taken up by the universities and colleges and supported by the State Governments.

I am glad to find that there is an increasing interest in the programmes of non-formal education and that some experimental programmes have been initiated in almost all States. There is also a commendable increasing interest in programmes of qualitative improvement at the school stage, in introducing work-experience, in reform of curriculum, and in improvement of textbooks. The NCERT has, on the basis of extensive consul-

tations, prepared the draft curriculum for classes I to X and the work of preparing text-books has been taken in hand. I must also mention the efforts being made, and some of these are indeed commendable, to eliminate mass copying and to restore sanctity to the public examination system. In all these matters, however there is considerable scope for making a better and fuller use of the services and facilities offered by the NCERT and the National Staff College.

These silver linings, as usual, have their darker counterparts. The one programme which has suffered most is that of universal elementary education in the age-group 6-14. When the Fifth Plan proposals were formulated, it was assumed that, in 1973-74 or the base year for the Fifth Plan, the enrolments in classes I—V would be 637 lakhs (or 84 per cent of the population in the age-group 6-11) and those in classes VI-VIII would be 150 lakhs (or 36 per cent of the population in the age-group 11-14). The results of the third Educational Survey show, however, that the actuals are much lower. The enrolments in classes I-V in 1973-74 were only 606 (or about 80 per cent of the age-group 6-11) and those in classes VI-VIII were only 131 lakhs (or about 34 per cent of the age-group 11-14). This, in itself, implies a severe initial setback. As may be anticipated, the situation is uneven from State to State. In a few States, the actual enrolments have been higher; in some, they are very nearly the same; but in many others, there have been heavy shortfalls. This grave situation has become worse because it is the allocations to elementary education that have been subject to the most severe cut.

Consequently, the enrolment targets in elementary education, in both the age-groups of 6-11 and 11-14 have been drastically cut down. In many States, we are at best keeping up with the increase in population, and in some even this is not being done. If the situation is not improved, we may end the Fifth Plan with the enrolment levels of 84% in the age-group 6-11 and 36% in the age-group 11-14 which were really assumed as the starting points for the Plan. This is a serious failure from

every point of view and especially from the point of view of social justice. The largest proportion of students who are not enrolled (or who drop out pre-maturely) consists of girls and children of the weaker sections of the community such as Scheduled Castes and Scheduled Tribes, and landless agricultural labourers. It is this group which deserves elementary education most and it is this very group which is being denied it under the present circumstances. This is a situation which deserves our most earnest attention at this session.

Among the other important programmes that are suffering badly, I would like to mention vocational and technical education. We were hoping to initiate a Centrally-sponsored programme in vocational education. But it has not yet been possible for us to clear it. Even in the States, not enough is being done to develop this programme adequately. I am also unhappy at the fact that the programmes of the involvement of students and out-of-school young persons in developmental activities are not coming up as fast as one would like them to be.

The Year Ahead

These positive and negative achievements will have to be taken into consideration when we plan the programmes for the remaining period of the Fifth Plan. For your consideration, I suggest the following :—

(1) First and foremost, we must strive to secure the largest possible allocations to education.

(2) It is also of the utmost significance that we re-examine all the non-plan expenditure on education, which is really very large and in some cases, amounts to about 8 or 9 times the plan allocations. Although this was a major recommendation of the last session, I am doubtful whether everything possible has been done. This is a field where further intensive exploration is obviously needed and I would like the Board to devise some suitable programme and machinery for this purpose.

(3) We must also explore all possibilities of increasing our earnings from work-experience or other practical programmes of the educational institutions and harness community resources in men, materials and money, to a much greater extent than we have done in the past. In particular, it would be desirable to make the local community responsible for the buildings (including their maintenance) and equipment and for at least a part of student amenities and services. The possibility of raising resources through the levying of an educational cess needs to be examined.

(4) For implementing the programme of universal elementary education, we must take measures to see that the existing facilities are utilised to the utmost by upgrading the pupil-teacher ratio with adoption of devices like the double-shift system in classes I and II, if necessary. We must also adopt the multiple entry system and organise part-time education programmes in a big way partly to reduce wastage and partly to enrol those children who do not attend at present because they are required to work. The emphasis has, therefore, to shift from the appointment of full-time teachers to part-time ones. In this programme, there are immense possibilities of utilising available local talent and for utilising even the students in secondary schools and colleges. I would suggest that a detailed action programme should be drawn up to ensure that we do not lower our targets and if possible, even exceed them. We must provide universal elementary education to all children in the age-group 6-11 and to most of these in the age-group 11-14 in the fifth plan itself.

(5) Another programme on which I would like to lay emphasis is that children who could not be given adequate education at the primary stage, particularly those from the weaker sections of the community, get good middle school and secondary education. For this purpose, it will be necessary to initiate a programme of developing selected good schools, distributed as widely as possible in all parts of the country, and to provide them with adequate hostels and scholarships so that at least the talented children of the weaker sections of the community will have access to good education.

(6) At the secondary stage, we must emphasize the adoption of the new pattern and the vocationalisation of the higher secondary stage.

(7) The programmes of qualitative improvement have to be emphasised at all stages. Special emphasis has to be laid on the introduction of work experience at the school stage; and every effort should be made to improve curricula, to adopt better teaching methods and to implement an extensive programme of examination reform. In spite of the constraints of resources, we should not allow education in science and engineering, particularly at the post-matric level, to suffer. The programmes of research in basic sciences as well as in technology have to receive greater attention. These are areas where, as I have said earlier, the facilities and services offered by the UGC, the NCERT and the National Staff College will be of use and need to be utilised to the utmost. I would also like to highlight that these programmes of qualitative improvement do not need heavy monetary inputs so much as careful planning, efficient organization and sustained hard work. It is certainly not beyond us to provide these vital inputs on an adequate scale.

Madam Prime Minister, I have briefly placed before you and the Board a review of the main developments that have taken place during the last year, the major problems that we are facing at the moment, and the broad outline of an action-programme which, in my opinion, could and should be developed over the next two or three years. It is indeed our good fortune that you have come here on this occasion and we all look forward to you for guidance and support in the development of education which is so crucial to all programmes of national development. On behalf of the members of the Board and all others assembled here and myself, may I now request you to address the Board ?

INAUGURAL ADDRESS

SMT. INDIRA GANDHI

Prime Minister of India

I feel privileged that I have been asked to be amongst you this morning. There have been several conferences on education involving people at different levels. Some have been regular features of our lives, such as the conference of Vice-Chancellors and so on, and some have been new and very welcome ideas, such as the meeting of the teachers of primary education which we had very recently in Delhi. All these meetings have generated a climate of serious thought and a more significant search for new solutions which are urgently needed to make our education more relevant to contemporary needs and to build up a new, a more harmonious and a more vibrant society.

You have referred to difficulties, Mr. Minister. Difficulties, as I have often said, are part of life itself—human and animal. I do'nt think that there ever is going to be a time when you will have no difficulties. Our task is to see how to overcome the difficulties and to see what can be done in spite of the difficulties. Funds are a real problem. They are a problem to you as well as to all the other Ministries in the Centre and all the Governments of the States. I entirely agree that education should be given a far higher priority. But I would not like you to think that we give it a low priority merely because from time to time funds are slashed. It does, in our mind and in our planning, have a very high priority. But I must confess that welfare programmes

such as education, health, or social services are items which are the easiest to cut when a question of cut comes. And, unfortunately, this attitude or compulsion is not confined to our country but it is found everywhere else also. This does not mean that it is desirable. But what I am stressing is that while we must try to mobilize more resources in whatever way possible, we should not let the lack of resources stand in our way in making the necessary changes or the necessary improvements. To my mind, many changes and improvements do not need funds at all. In fact, they may well save you a lot of money which you are spending on what I consider entirely unnecessary items. I won't say it is entirely unnecessary for all parts of India but certainly for a large part of India, a building is not essential. It is essential for laboratory purposes. It is essential when it is raining, but the rainy season is not a long one. But education does not have to be confined to a building. It can take place out in the open. It can take place on verandahs, under the trees, or any other hall or anything available in the vicinity. I am saying this from my own experience because the school at which I was the longest and the college at which I was the longest, both functioned almost entirely in the open air. First was in Poona and the second in Gurudev's Visva Bharati.

So we have to think of our priorities and the priority is the quality of the teacher : the quality of the training you give to the teacher and the resourcefulness of the teacher. Everything else is secondary. Equipment is important, specially in the field of science : it is not something that you can just make do. But for a lot of classes, given imagination and resourcefulness, the necessary equipment can be found locally with the use of local materials and with the help of local artisans. Even the children can be encouraged to manufacture it and this would have greater relevance to their lives and give them a greater interest in their education. I presume that the purpose of this Board is to guide the basic direction and pace of education in the entire country. So it should reflect the current educational contemporary thinking. It should also crystallise the trends of implementation and research into practical propositions for urgent implementation.

But as we all know, the Centre's role is necessarily limited to coordination and broad general direction. And a question will arise about the extent to which the States will be willing to conform to whatever decisions you take here. We have had experience that even a programme which is accepted by the Chief Ministers is implemented in such a changed form that it does not serve the purpose for which it had come into being. However, we remain strongly committed to a massive education programme which must reach every citizen in time. This is a task of the highest national importance.

We have also, in examining our priorities, to consider the perspective that is given to the children and the perspective the teacher himself has of national problems, local problems, and regional problems. And in perspective I would add, the attitude to life. You may have a very good plan of education. But if, along with it, you have an attitude of narrow-mindedness, whether based on casteism or religion or language or any other aspect of life which, as Gandhiji used to say, created an artificial wall between man and man, then the best educational plan cannot succeed in creating the sort of citizen which this country and this world need. So education and every other problem has to be seen in the larger perspective of the nation's future and the sort of society which we are planning to build. And I would like to say just one word : whatever plan you make it cannot be a rigid plan.

You have spoken about experimentation. I am glad that we have many experimentations taking place now in our country. I have been specially impressed by the report of UNESCO so aptly entitled "Learning to Be" which is a daring attempt to restructure the entire system of education. In our own country, a great deal of valuable work has been done in the past by many social reformers, a person like Swami Vivekananda put many objectives before us and many other institutions are undertaking interesting experiments. We must learn from all these new experiments. The Indian experiment should try to absorb the influences of western trends and at the same time take care to

integrate them with the mature concepts of our own culture and philosophy. The pace of experimentation has often been slow and yet its results—I am talking about India now—are valuable and they are certainly relevant to the Indian needs. Although the scope of Indian experiments has often been universal, they have drawn their fundamental inspiration from the great values which have given a distinctiveness to Indian culture. Indian culture is a very composite one and we have to pay special regard to the cultures of the tribal people, hill people, and many other units in such a way that we keep these people in the mainstream of national life, in the mainstream of human advancement without their feeling alienated from their own roots, without their thinking the less of their own past achievements and talents. We are, of course, committed to giving a better chance to the so-called backward sections of our society. But by so doing, let us not create new areas or new castes of backwardness. This is a complaint which I am receiving from some places that communities which were once advanced have less and less opportunities at present and are gradually slipping into a stage where they would like to announce that they also are backward communities. So let us not, in our earnestness to help some communities who are urgently in need of help that has to be recognized and appreciated, create new areas of backwardness.

In attempting to foster man's search of himself and his world, the educationist assumes great responsibilities for the present age and for the future. Science has mitigated much of man's drudgery and tedium. On the one hand, it has opened out new vistas. Knowledge has expanded tremendously and it seems there is no end to it. But it has also shown up our inability to cope with knowledge in a humane manner. This has made life more complex and today, the Inner Man is in a critical turn of events. In spite of many who oppose new educational ideas or who are committed to the old, rigid and formal pattern, there is a groping for a new social order which will bring in greater fellowship and cooperation, amongst all people and specially young people.

I have referred earlier to some of the new experimentation. Apart from the many Commissions which have been set up and which have given their reports, long before them we had Gandhiji's and Dr. Zakir Hussain's concept of basic education, Tagore's experiment in Visva Bharati and many other such examples. The question is how to assimilate these and allied proposals, how to adapt them to our immediate needs. It is unfortunate that we have clung rather tenaciously to the old formal system. Perhaps we thought in the beginning that this was necessary for the expansion of education. However, as the Education Minister pointed out, we have not been able to realize our aim of educating all our children upto fourteen. I would like to say though that the number of children who go to schools today is over 90 million, which is an impressive figure by any count.

We do realize now that large numbers can be reached only by changing the rigid methods and adopting new and more flexible ones. Education cannot be confined to institutions and must be replaced by a programme of part-time education supplemented by non-formal education, some form of work and self-study. Education is a life-long process and we must make our society a learning one which will nourish the highest aspirations of our young people. But can this be done without the infusion of a new spirit and without providing new inspiration to our people ? I have spoken just now of some form of work and this morning perhaps all of us have seen some of the statements made in a Seminar on child labour. I do not know how my views fit in with this, but I was one of those who initially felt very strongly on the question of children not working. But the experience of my own childhood, the experience with my children and children of many others has shown me that work by itself is not something that harms the child because the child does not regard it as work. What is work and drudgery to the parent is exciting to the child, for the child regards it as a part of his growing up. Of course, I don't include in this something like hard factory work or a sort of hard manual labour which will overtax a child's strength,

where hours are too long or nourishment is inadequate, but we have to see how this fits in with the condition here.

With regard to poor children, for instance, I knew personally some harijan boys who were employed in a factory. But this is against the law and therefore, the management was asked to remove them and they were removed. Now some months later, some of these returned to Delhi, and said to me: "While we are employed in the factory, we had fixed hours, we had a good pay and we were looked after in every way. Now we are not. We still have to earn our living. Therefore we have to pick up jobs and sometimes we are paid, sometimes we are not paid, sometimes we are ill-treated and we have no way out. In no way can we meet this situation and therefore, you should do something about these laws and make them flexible enough so that people like us do not suffer". Now, these boys, they themselves didn't know their age really, were in the age-group of 13, 14 and so on. But apart from them, and talking even about the other class of people who are not forced to work, I think that children learn much more through work than they might learn in formal education. This is not to say that we should not have any formal education. Involvement in work must not be for the sake of making an institution self-sufficient, or for the sake merely of giving respectability to manual labour. But even from the point of view of the growth of the intelligence, resourcefulness and coordination, it is essential that some sort of work should be included in education.

Many teachers have unfortunately regarded education as rather a mechanical process. But to be worthwhile it must be a living process which develops the person, integrates him with his environment, gives him total perspective and a global outlook. From the earlier stage children and young people must be made conscious of the oneness of this universe and of the great privilege they have merely by being part of it. Moreover, the attitude of demanding from the world must change into one of what we can do to conserve, to preserve and to renew the world in which we are. We must free young minds from all

types of selfishness, narrow-mindedness and dogmatism, whether as I said earlier it was communalism, casteism or any other such division. There must be a spirit of unity and of freedom.

The future is not an exercise of imagination or prediction. It must be the object of serious and scientific study that can be used as a tool for current planning of education as well as other aspects of national life.

There is much talk of vocational training and it is essential not only for work experience about which I spoke earlier but also to enable our young people to get employment. But education cannot be merely job-oriented. It can help the person to get a job and to keep a job only if it is life-oriented. Our aim should be not merely to inform young people of the great things that are happening in the world. Unfortunately, in India, they have been kept ignorant of the freedom struggle and of the many other struggles and trends which are taking place in our country and in other countries. And this is as important to education as knowing certain basic facts and information which is changing anyhow. Most of us here will know that what we learnt in school and college is very largely out-of-date—even a thing which was regarded as solid as geography. We have to cultivate in young people motivation to undertake national tasks, to think for themselves and to have the capacity to become participants in the shaping of a new humanity.

There is a shortage of material and equipment. Where a piece of equipment has to be obtained from outside, we should naturally try and get it. But a great deal is manufactured in India and a great deal, specially for the smaller child, can be made in homes and in villages. Most of our methods of teaching are still taken from abroad. Books on sociology, books on economics, books on other subjects—all these, even though written by Indians are largely based on Western concepts, on Western theories with no consideration for the realities of life in India, not just the reality of poverty or economic backwardness, but the whole development of the race, the

question of our diversity, of our unity and of the direction which we want to take. Now, obviously, we cannot expect the child to have these values if the teacher's whole training has been along a different direction. So this is what points to the necessity of preparing educational material ourselves—both source material and educational material—and this should be suited to the new methods which we are called upon to adopt and it must also be relevant to local availability and way of life.

I am glad to hear that text books have somewhat improved. But I have seen only a few of them and I must say that they still need great, great improvement. We still have not learnt to integrate matters. For instance, if there is a book on language, while it is teaching the language, it can also deal with a number of subjects—health, sanitation, environment, attitude towards human beings, animals, coöperation, national tasks. These are not separate subjects. This should come as part of learning something else.

I have spoken elsewhere also of the standard of language. The standard of our language is not improving. I find that people use words and phrases in a very loose manner now, there is not that exactness, of trying to say exactly what you mean and this is specially noticeable in our use of the English language. Now I believe very strongly that a national link language is essential for national unity, for closer communication between different parts of the country and this, in no way, takes away the importance of the mother-tongue or the regional language. This is an extra besides it. But at the same time I do believe in the importance of international languages. I would like our children to know more than one international language as most children in Europe and other countries know. But if it is not possible to do that, then we must have one international language and the standard of that language must be high enough to allow us to perform adequately in international gatherings. We started off with an initial advantage, but in those years we have lost it, and today we find that the countries of Africa, the other countries of Asia, all who did not start off with this advantage

have improved in their knowledge, in the pronunciation, in their general use of these languages and this is harming our delegations when they attend certain important functions and conferences.

I am sure that this Conference will be a useful one. All of you are experienced, and you will bring to bear your personal experiences on how to make education more integrated with our life.

Some of the facts which the Education Minister was giving us themselves pointed to the very close connection between education and the economic situation. Now I believe in experimentation and I believe in education being left free, that is for people to be able to develop it. I don't believe in its regimentation or nationalisation, but I do think that consideration should be given, to what is happening in some private schools because today it has become a lucrative business. It is not a question of giving education, but anybody who sets up a school has no trouble whatsoever in attracting a large number of students, however extravagant the fees or the extra charges. This is a matter which must be given consideration. If, with all this expenditure, some special type of human being was produced, one would say "well, it does not matter". But this is not the case. The education is no higher than is available in many other schools. And one harmful effect, of course, is the mentality that grows of going to a very special place, very expensive school for instance. Part of the student facilities can be in common, common playgrounds for instance. As cities grow, as population grows in spite of all our effort to curb it, this is one matter to which you will have to direct your attention. It is something we should start telling our people straightaway : there will be less and less available ground. We must encourage those sports which need less area and specially the old Indian sports. I am not decrying the other sports because they are important for team spirit and for competition abroad and so on. But if there is no room for games which need a lot of ground, that should not be made an excuse that there is no other type

of physical activity. There are many types of physical training which can be done in very small space and I think this must be compulsory for all educational institutions. I hope that it will be taken up by teachers themselves because unless they give an example, it is no use expecting the rest of the community to take it up. Physical fitness is a very important ancillary to mental fitness as well as to our capacity for work.

Educationists must give consideration to correcting past mistakes. But they must also give time to anticipate future challenges—not merely the requirements of manpower, although that is important in many fields, but the new relationship between man, community and technology and between nations and the world.

I have great pleasure in inaugurating this conference and I hope that all your ideas put together will produce something concrete, something that is feasible and something that will be translated into action and reality.

VOTE OF THANKS

SHRI M. BANERJEE

Education Minister

West Bengal

Please permit me to express, on behalf of my esteemed colleagues from the States, other members of the Board and myself our gratitude to you, Madam Prime Minister, for the trouble you have taken to come over here and to give your illuminating inaugural address. We are very much encouraged to hear from you that education should receive a higher priority. We do hope that this will imply a change in the attitudes of the Planning Commission and the Ministry of Finance who are often swept away by different considerations.

Madam Prime Minister, I would make only one or two points for your consideration. The first is that education should receive greater attention in the 20-point programme whose outward appearance shows that the points directly related to education will barely come up only one and a half or two. You will however agree that the impact of education on the social, economic, political and other spheres of life is much more immense and far reaching than what is usually supposed to be. It is education which will enable our agriculturists to produce more; it is education which will make it possible for our industrial workers to participate more effectively in management; it is education which will turn out more and better engineers, doctors and other professionals and will also make it possible for the entire citizenry to be more enlightened and responsible.

Respected Madam, you have expressed some doubts whether the decisions or recommendations of the Conference are followed up. In this respect I may submit that, for the last two or three years, under the leadership of the Union Education Minister, Prof. Nural Hasan, we have been functioning more or less as a united single family. Almost all the recommendations have been taken seriously. The fact that some States have been lagging behind is due to some of the peculiar disadvantages facing those States. Our appeal to your goodself, as the Head of that family, is that you should kindly instruct the treasurer or the Financial Controller of that family to loosen the purse strings (which are very tight at the moment) a little more for the educational development of this country.

You have also made the suggestion that we should try to effect certain changes without existing resources. I entirely agree with you on this point. Probably the scheme of non-formal education aims at doing this. I may also inform you, respected Madam, that the trends in most of the States in the present period have been in the direction of the consolidation of existing facilities rather than for creation of new ones, except of course at the elementary or primary stage.

In the end, I repeat, Revered Leader, that we are extremely fortunate that you are with us this morning even for a short while. We are delighted and grateful for your illuminating address in which you have covered almost all the important aspects of education. We are determined to implement the 20-point programme as a whole, including the educational part. We are also hopeful that, at your kind intervention, the allocation for education will be raised, at least to the level where it stood sometime ago.

ADDRESS

SHRI OM MEHTA

Minister of State

Ministry of Home Affairs

I am happy that we are again meeting today for reviewing our achievements in this crucial sector of nation-building activity, identifying the weaknesses in our programmes, sharing the experience gained throughout the country and re-dedicating ourselves to the tasks ahead. The agenda of the Conference has a wide canvass and the learned participants will throw light on various aspects which will help in guiding the future course of action. It is my privilege to bring to the notice of this August Assembly some of those aspects of our educational programme which concern the weakest sections of our community.

After Independence, starting from a narrow educational base, our nation has made long strides in all sectors. Statistics reveal that 83 per cent of the children in the age-group 6—11 had been provided schooling facilities by the year 1973-74. I understand that we have planned nearly 100 per cent coverage for this age-group by the end of the Fifth Five Year Plan. With such a sizeable coverage of children, the obvious question that arises is "who are those non-school going children?" It is clear that the vast majority of these non-school going children belong to the under-privileged sections of the community like Scheduled Castes and Scheduled Tribes. Further the level of educational development even amongst these weaker sections is not the same in

all the States and in all regions within the same State. The next important step for universalisation of elementary education, therefore, will have to be to bring within the educational fold certain specific groups in specific areas. I may invite your attention to the fact that some of the communities amongst the Scheduled Castes and Scheduled Tribes are almost in the non-literate stage. Their numbers may be small; but in our new development effort where focus has to be on the weakest groups, such statistics can be of little consolation. These imbalances should claim our attention. I feel that special measures should be devised urgently to attend to their specific problems.

The Fifth Five Year Plan attempts to make a new break in educational planning with the innovation of Minimum Needs Programme. A specific time bound task has been accepted for universalisation of education. A conscious policy decision at the national level was taken that elementary education will claim at least 50 per cent of the total investment on education. The State Secretaries' Conference held in June this year had reviewed the progress. They came to the conclusion that the share of elementary education in the first two years of the Fifth Plan continues to be nearer 33 per cent level. This used to be its share in the earlier plan periods also. It is true that plan allocation for social services has been rather low because of the overall constraint of resources, but such a low priority to a vital need like elementary education within the educational sector itself should be a cause of concern to all of us. The annual increase in the coverage of children in the 6—11 age group has been just 2 per cent. The Secretaries' Conference came to the conclusion that "the consequence of this slow rate of increase and the reduction in allocation was particularly severe on the hitherto deprived sections of the community viz. Scheduled Castes, Scheduled Tribes and girls". When the rate of growth of overall enrolment may be just keeping pace with the rate of growth of population, it is quite possible that there may be some regression in the enrolment in the more backward areas. This situation needs urgent attention and remedial measures. If we cannot provide even bare facilities for elementary education to the

weaker sections, the scheme of priorities in education will need an overhaul.

Education for the weaker sections is not in the nature of a social service. Nor is it merely a status symbol or ornament as the higher university degrees have come to be with certain sections in our society. It is the surest investment for these groups for enabling them to cross the social, psychological and economic barriers under which they have been labouring for centuries. Denying this basic input to the members of these communities is a denial of the very right to participate as an equal partner in the national life. Peoples' representatives, particularly from the more backward tribal areas, have been pointing out the adverse effects of imbalances in social and economic investments. Large doses of physical investments in these areas without social inputs create situation of unequal competition between different sections of the society. If there is no conscious planning to enable the weaker groups to understand the new processes, the forces of exploitation become extremely powerful. Our planners will need to appreciate this role of education in the case of weaker sections in general and more backward tribal areas in particular. The educational system must adapt itself to satisfactorily discharge this heavy responsibility.

The Central Advisory Board of Education had considered, in the previous two Conferences, the problem of education of the weaker sections and adopted resolutions. I cannot do better than to invite your attention to these decisions. In 1973, the Standing Committee of the Central Advisory Board of Education agreed that :

“Every effort should be made, at the elementary stage, to enrol all children of Scheduled Castes and Scheduled Tribes. Every State Government should propose specific targets for the purpose for the Fifth Plan. All necessary steps for the purpose should be taken. These would include : the use of tribal languages, orientation of teachers in tribal languages, provision of special

allowances and other facilities to teachers working in tribal areas, free supply of educational materials, clothing or mid-day meals, provision of scholarships and hostels where necessary, increasing number of Ashram Schools, etc. The funds required for these programmes should be provided in the general sector on a priority basis”.

In 1974, besides reiterating the above approach, the Central Advisory Board of Education requested the States to prepare the sub-plans for tribal areas expeditiously. It was also urged that implementation of these programmes should not be held up on any account.

These decisions were taken in pursuance of the decision of the National Development Council which clearly placed the responsibility of the developmental programmes for Scheduled Castes and Scheduled Tribes on the respective sectors. The State Governments have been requested to quantify their effort for the development of the Scheduled Castes and Scheduled Tribes in general and for the tribal areas in particular. The progress of quantification so far has been rather uneven. I would request the State Governments through this August Body that this exercise should be completed expeditiously.

Quantification of investments is important, but programme formulation and their effective implementation is even more important. I am happy that some States have started applying themselves to these details. But in a large number of cases the detailed educational planning for tribal areas remains to be done. In some States we find that there are multiple lines of command over educational institutions in the same area. In some areas, it is stated that the responsibility for education in tribal areas rests with the Tribal Welfare Department. Administrative arrangements in the States can no doubt vary. But let us be clear about this thing that the responsibility for educational development of the tribal areas in every State must be deemed to rest with the Education Department. I would, therefore, request

our colleagues here that whatever may be the internal administrative arrangements in a State, the direction of educational development for Scheduled Castes and Scheduled Tribes should be taken charge of by the concerned Education Department.

We are separately considering the general question of administrative structure for the tribal sub-plan area. So much time has been lost and such a big task remains to be done in these areas that we cannot afford the luxury of time consuming procedures and be a witness to the 'passing the buck' game. Therefore, the State Ministers' Conference incharge of Backward Classes Welfare early this year resolved to have a unified chain of command for administration of these areas. The total developmental effort in a Tribal Development Project area is expected to be the responsibility of the project level authority. This authority will have under its purview all aspects of economic and social development including education. It, therefore, follows that the educational administration also should fall in line with the same pattern and evolve a unified system.

Some other changes will also be necessary. For example, the syllabus for elementary stages will need to be in harmony with the local surroundings. The normal school-time devised for urban areas will not suit these areas. The child is a helping hand in a tribal family. Therefore schools may be held in the morning hours or evening hours according to the local situation. Similarly, their vacation may synchronise with the busy agriculture season. In principle all these points are accepted. But the necessary details are not worked out. There is a tendency to accept uniform patterns because it is so easy to do so. In tribal development, we should treat each area as unique, understand its specific problems and formulate such programmes as satisfy their felt needs.

The question of personnel and provision of adequate facilities for them is another important area which will need your attention. Many a time, the tribal areas are treated as punishment postings. Teachers remain absent for long and there is no check. This

situation also largely arises because the tribal areas, notwithstanding the difficult terrain and inhospitable climate, are treated generally on par with other areas for purposes of emoluments etc. It is necessary to provide suitable incentives and adequate facilities to teachers working in these areas. Simultaneously, more effective supervision should be ensured by reorganising the administrative structure and strengthening the supervisory cadres wherever necessary.

A review of the educational scene brings out that there is uneven spread of primary, middle and high schools in these areas. In many areas the ratio of middle schools to primary schools is 1 : 10 to 1 : 20. Here again it will be necessary for us to plan for each small geographical unit with a view to ensuring that the educational structure as a whole is evenly balanced. When there is no middle school in the vicinity of a primary school, the drop-out ratio is bound to be high. Therefore, these structural imbalances should be corrected on a priority basis.

The most sparsely populated areas will need our special attention. Small hamlets cannot support even a single teacher primary school. These sparsely populated areas have been deprived of any educational benefit for too long a period. Residential institutions, therefore, will have to be planned for a group of such small hamlets. I understand that specific allocation for residential schools in tribal areas was made in the educational plan of each State. These allocations should be utilized for creating the desired facilities:

At this stage, I may point out that sometimes residential schools are opened in bigger villages with the objectives of providing better quality of education. This may be justified in some cases and may also be desirable. But it is reported that in some States a group of single teacher schools are substituted by a centrally located residential school. This would mean depriving certain villages, where single teacher schools earlier existed, even the basic facility of a primary school. I feel that this is a wrong approach. The programme of residential

schools should be suitably fitted in the overall educational strategy for the entire tribal area.

Our scheme of incentives in the form of scholarships, stipends etc. also has certain weak points. We have universal coverage of students belonging to Scheduled Castes and Scheduled Tribes at the post-matric stage. The total investment in this scheme alone from the State and the Central Sectors during the Fifth Five Year Plan period will be of the order of Rs. 200 crores. The number of post-matric scholarships may reach the half-a-million point during the current year. It is likely to be of the order of 7 lakhs at the end of the Fifth Five Year Plan. We have recently enhanced the rates substantially particularly for those pursuing professional and technical courses. But the benefit of these scholarships largely goes to those areas where the educational base at the elementary and higher secondary levels is strong. Therefore, the States, where the enrolment at the lower levels is poor, do not get much benefit from this liberal scheme. It will, therefore, be necessary that scholarship, stipends, hostel facilities at middle schools and high schools are adequately provided for in these States.

I have earlier referred to the constraint of resources for social services. But the first question is whether these aspects are getting the necessary attention even within the educational plans. In the event of budgetary cuts, it is these programmes which get the heaviest cuts because they are considered to be peripheral. It has to be clearly understood that these programmes are an integral part of the educational package for these areas. We may as well have no school if other facilities cannot be provided. Therefore, the schemes specially formulated for the weaker sections and the more backward areas should get the highest priority. Even when there are cuts in the overall provision for the minimum needs programme, the allocations for these groups and areas should be spared as far as possible.

We have also invited attention of the Ministry of Education to the problem of some of the more backward States. These

States have a large population of Scheduled Castes and Scheduled Tribes and their educational back-log is also considerable. Therefore, they may not be able to give the necessary push to these programmes notwithstanding their best effort. The last meeting of the Central Advisory Board of Education had recommended that a new scheme of central assistance may be formulated for provision of universal elementary education. The Ministry of Education may take urgent measures to help these States to achieve the national targets for universalisation of elementary education, particularly the weaker sections of the community and the more backward tribal areas.

In the end, I must express my gratefulness to the Chairman and other colleagues here for giving me this opportunity to share my views. We are all committed to the philosophy of growth with social justice. The 20-point programme of the Prime Minister has provided a new dimension to our effort. Education alone can help in opening a new vista of life for the weakest sections of our community. Let us all contribute our mite to this noble task.

ADDRESS

PROFESSOR SATISH CHANDRA

Vice-Chairman

University Grants Commission

The three watch-wards of the present meeting of the Board are universalisation of education, social justice and strengthening of non-formal education. Each of these are extremely important. It is obvious that good standards in higher education can only be established on the broad basis of universalisation of primary education and qualitative improvement and diversification of secondary education. A number of speakers have emphasized the need for more trained teachers, particularly in the field of science teaching. Teachers training colleges, both Government and non-Government, will have to undertake the responsibility of training more science teachers for the secondary schools and of re-orienting the existing teachers. Towards this end, the UGC has already made a programme for the teachers training colleges and asked them to send their proposals. University Departments of Education must also play a role in these re-orientation programmes. For this, Government will have to assist them from the funds set apart for teacher training programmes.

The Commission has reviewed the working of correspondence courses and worked out a new set of guidelines to ensure that rapid expansion of non-formal education does not lead to a lowering of standards. The Commission has also set up a Stand-

ing Committee for continuously monitoring programmes of non-formal education and giving help and advice to the universities where necessary. There is a general acceptance of the academic validity of correspondence courses and non-formal education. However, some of the States, as for instance those in the eastern region, have not yet taken concrete steps to initiate programmes of non-formal education to check the unnecessary proliferation of colleges. I hope that faster progress will be made in this direction. The programmes would be further improved as and when the Government sets up the National Peoples' University or the Open University.

Mr. Chairman, the primary function of the University Grants Commission is the maintenance and coordination of standards. The main purpose of the revision of pay scales of teachers and of the introduction of 10+2+3 pattern is to raise standards and to make education more relevant. In my opinion, neither of these schemes can be implemented in full without undertaking a drastic restructuring of the existing system of higher education. Some of the Hon'ble Ministers have referred, within the Conference as well as outside, to the difficulties they have been encountering in extending the new pay scales in their existing colleges. In many of the States, a large majority of the college students belong to the pre-degree classes which are not covered under the UGC formula. Hence, some of them may have to be converted into junior colleges or higher secondary schools. This might entail some transfer of both teachers and students in order to make the colleges more viable. It is well known that roughly 50 per cent of our colleges have an enrolment of 500 or less. These colleges have poor facilities, poor staff and poor standards, while many of the University departments and the better-equipped colleges have not only been able to maintain standards but to raise them. Standards have declined substantially in these sub-standard non-viable colleges. The growing disparity of standards between the non-viable colleges which are generally located in the rural areas and the better-endowed and better-equipped colleges in the cities is dangerous and undesirable from every point of view, morally, socially and

politically. It can only be rectified by a careful planning of the development of colleges at the district level. The introduction of the new pay scales and the 10+2+3 pattern is an opportunity for undertaking such a reorganisation. The Punjab experiment of setting up a Planning Board for the purpose appears to be an attractive idea. The National Staff College for Educational Planners and Administrators would, I am sure, be prepared to help in this process. The affiliating universities could also be involved. The Commission would also be prepared to give such help and advice in the matter as necessary. The Commission has put forward the concept of academic centres where common facilities such as library, health services, games and sports could be provided to a group of colleges. A special fund has been created for working this out in the Metropolitan cities of Calcutta, Bombay, Madras and Delhi. It could be extended to other cities in the light of experience gained.

Other programmes of the Commission which I do not want to spend much time in listing are the College Science and Humanities Improvement Programmes. 111 such colleges have been chosen already to raise under-graduate standards. These colleges are chosen on a district basis, bearing in mind their student-teacher ratio, academic results, library and laboratory facilities, etc. It is visualized that 300 such colleges will be assisted under this scheme during the Fifth Five Year Plan.

Another programme initiated by the Commission is the programme of autonomous colleges. The programme has been welcomed both by the Conference of Vice-Chancellors and the All-India Conference of College Principals which was convened in Delhi some time back. In a number of states, the Acts of the universities have also been amended to provide for autonomous colleges. But it appears to me that State Governments, particularly State Ministers, are not yet convinced of the academic utility and viability of the scheme. Necessary papers in this connection have been circulated. If there is any further clarification that is needed, I shall be happy to give it. I would like to mention, however, that the charge that the scheme would lead to elitism is not true; in fact, it might help in combating

the elitism which already exists because the colleges which are given an autonomous status would be required to reserve a statutory number of seats for Scheduled Caste and Scheduled Tribe students. Thus these students would find it easier to have admission to the prestigious colleges. However, to make this scheme a real success, it would be necessary for the Central and the State Governments to introduce a bursary scheme for the under-privileged students.

I am happy to say that we have made some progress in the direction of examination reform. 36 Regional Workshops for upgrading and revising the syllabi and making them more relevant are being organised. The first such Conference was held at Jaipur last month. All the others will be completed during the next six months. 16 universities have been selected for implementing a scheme of re-orienting courses towards rural problems. I hope that the Commission will have the continued help and cooperation of the State Governments in these programmes.

One last word about the 10+2+3 pattern. The matter was discussed by the Vice-Chancellors. Their report has been circulated and a separate note on the manner of its implementation has been put up. I hope the Vice-Chancellor, Madras University, who is present here will explain the details. The Commission considers that three years of undergraduate education is necessary to make a candidate eligible for admission to the first degree. But some universities which, for historic reasons, have only a two-year B.A. may continue to have a pass course of two years, and add a third year as Honours. This would make the implementation of the scheme financially more viable for these States. But States which already have a three year B.A./B.Sc./B.Com., should not try to go back to a two-year B.A. and a one-year Honours course.

There are specific problems regarding implementation of the new pay scales in various states. These are being dealt with in the Ministry of Education. But I do hope that the new pay scales will be implemented in all the Faculties, including Medicine, Law and Engineering.

Ministry of Education
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ADDRESS

PROF. S. CHAKRAVARTY
Member (Education)
Planning Commission

I am grateful to you, Mr. Chairman for giving me this opportunity of speaking to this distinguished audience. I think your well-marshalled presentation of facts and figures relating to the treatment given to education in the first two years of the Fifth Plan has certainly made a great impact on everybody present here, including the representatives of the Planning Commission. I must say that we fully share your concern and your anxiety that even the highly reduced figure with respect to education, which was adopted finally in the draft plan, may not materialise. I think you are absolutely right in pointing out the serious implications of this state of affairs in relation to the programme of universalisation of elementary education. I therefore would like to say that the Planning Commission is entirely in agreement with the problem that you have posed.

Can we hope to reverse this situation in the years to come, and if so, what would be the process of such a reversal ? This is the question to which I think we must address ourselves. But before we do so, it is also necessary for me to say why, in the first two years of the Fifth Plan, education had to take a sort of back-seat, as compared to what was anticipated. You have, Mr. Chairman, pointed out yesterday and I think the Prime Minister also mentioned, that allocations to social services

could be more easily cut as compared to those of certain other sectors. I think there is some truth in this ; but that is not the whole story. When we were formulating the proposals for the first year of the Fifth Plan, we were faced with certain unexpected problems including increases in costs, a massive increase in the price of oil and its impact on the balance of payment, and the inflationary impact created by a series of domestic events which were reinforced to a certain extent by some international developments as well. Under these circumstances, what the economy really needed, above all, was a certain amount of stability in relation to prices and maximizing the production of food and energy so that it would be possible, in the years to come, to develop more resources for the purpose of development. We had therefore to make a deliberate choice, and a very hard and unpleasant choice, to deal with this unprecedented and difficult situation. We therefore decided that the core sector which give us the maximum amount of mileage in terms of balance of payments and also in terms of providing basic essentials of life, should be safeguarded at any cost. This was a very deliberate and very difficult choice and I do not think that the economy had any alternative to taking such a position at that particular stage. Mr. Chairman, you were yourself very much involved in it as a member of the Council of Ministers and it is the combined decision of the whole Government that this was the way to solve the problem. We have achieved a limited amount of success in that particular regard because the price situation has been brought under control. We have also achieved a certain measure of success in relation to the energy and food sectors which ought to make things easier for us in the years beyond 1976.

Will this lead to a change in the situation? This is the basic question. You were very right in pointing out that unless we make a deliberate attempt to change the process now, we will be slipping very badly. In regard to education, the loss may not be regarded seriously at present. But it will soon become grave and we may face difficult problems five years from

now. I would therefore like this group also to consider and (I am glad that some distinguished economists are also members of this group) the measures that are necessary, now that the economic situation has somewhat stabilised, to mobilise additional resources so that Government is in a position to spend more on such essential services like health and education. We should adopt a definite policy of mobilising resources, through tax and non-tax measures, particularly from the sectors which have been basically under-taxed. This is an issue which will have to be very strongly emphasised. Mr. Chairman, on the basis of work that we have been doing in the Planning Commission in consultation with the Ministry of Finance, I can tell you that the improvement in the general economic situation does not automatically transform itself into improvement of the government's resource position. It is necessary for me to bring it to the attention of this distinguished body that public opinion in favour of resources mobilisation for the plan as a whole is a prerequisite to getting a larger allocation for education in particular. In an economy such as this, we must always have to give first priority to maximising the resources available to Government. It is only when this is done that the question of distributing these resources among different sectors would arise. In relation to education, I think we should be able to do better provided this particular fact is borne in mind. In other words, what I am mentioning is that the first two years of the Fifth Plan had to concern themselves inevitably with the problems of our economy. But the policy for 1976-77 and thereafter will have to take into account this basic requirement of raising additional resources and evolving a policy of restraint in relation to non-essential expenditure.

Mr. Chairman, having made this particular point and having indicated that an improved economic situation does not necessarily result in an improved financial position for the government in this country, I would like still to mention that we are hoping that, in 1976-77, we may be able to take into account the case for elementary education which has been very sadly

neglected in the first two years. This is a tentative position and we cannot say anything more than that we attach a measure of significance to this particular programme.

You have yourself very rightly pointed out Mr. Chairman, that we should try to make the best out of the existing resources. This is in relation to non-plan expenditure. Non-plan expenditure in the sector of education is very large. During 1973-74, the total educational expenditure was estimated to be of the order of Rs. 1600 crores. Recurring expenditure on education has been increasing at the rate of 12 to 13 per cent per year. The increase is much faster than that of the national income. It is not true to say that education has not received priority in our system of planning. Due priority has been accorded to education. Education expenditure went up from 0.5 per cent of the national income in 1950 to 3.5 per cent in 1974. I am mentioning this point not to rebut your argument about what has happened in the first two years of the plan. What we have done is not to be seen. We have to see what remains to be done and in that connection, the points made by you have been very well taken. It is not the case that educational expenditure has not been increasing. We have to see the returns to this expenditure; and this requires a careful examination. I have been told that a critical examination of this expenditure in Tamil Nadu has suggested the possibility of considerable savings. If this is so, the same thing can also happen elsewhere. In this connection, it is also necessary for us to think whether it is in the best interest of the country to open new institutions and put more resources in them, or to expand the existing ones. I may point out that many of the educational establishments in the country have got very low enrolment figures and the result is that the costs to maintain them tend to be relatively high. We have to take a view of this situation and consider as to what could be done about it.

The other point that I would like to make is in relation to a thorough scrutiny of non-plan expenditure. We may not be able

to augment the availability of resources for education. But certainly resources can be raised through careful local planning and mobilisation of efforts at the local level. We have all to recognize this as a very important strategy for universalisation of elementary education. People who have some experience would know that the mid-day meals which are supplied to the children and about which a mention has been made here are produced at a very high cost. This is obviously a blind alley. Cannot local resources be raised and efforts made locally so that the surplus is channelised at the local level and is utilised in the educational sector? This will relieve a considerable strain on the national resources. This is a matter to which we did not pay sufficient attention and I think it would be useful to consider it now because this would be a kind of expenditure which will be met at the local level. I would therefore like this to be considered by the Board. We have also mentioned it in connection with the annual plans. I may also state that, unless an earnest effort is made to raise resources at the local level, a mere change in the pattern of financing between the Centre and the States will not be sufficient and will not solve the problem.

The other point that I would like to make and about which a mention was made in the draft Fifth Five Year Plan relates to the levy of fees at the secondary and university stages. In my opinion, this is very important. We have to consider this point in relation to the fact that equality of economic opportunity is extremely important. We have also to take into account the ability of the people to pay fees. We should also note that the institutions of secondary and higher education in this country cater largely to those sections of the community who are in a position to pay much more than what they are doing at the moment. It means that money for such purposes is being raised by other means. I do agree that greater facilities have to be provided in terms of accommodation and books and other essentials for the student community. But those who are in a position to pay have to pay. May be we have to strike a balance somewhere. But we cannot get away from the basic fact that

out of nothing, nothing will come. We will have to generate resources on the traditional pattern, and make the beneficiaries of the system pay more according to their ability. If we can find out some method of raising additional resources, through local planning and local efforts we can relieve the inevitable strain on our financial resources at the national level for a long time to come and then the finances will look up.

Finally, I would like to make a point in relation to functional literacy. In relation to non-formal education and adult education, resources are spent under a variety of programmes such as family planning which may not be coordinated with the programmes of education. What I want to say in this regard is that it is really a question of pooling of resources. We all know that the education of girls plays a very important role in relation to the acceptance of family planning programmes. This is very relevant in respect of a particular age group. This is not to say that family planning programmes will have a cut in their resources. What is required is that family planning programmes should be so integrated with the educational programmes that we are able to achieve the desired results. I think that this is an extremely sensible proposition and that we should make a combined effort in relation to our basic objective, namely, improvement in the quality of human resources.

The other programme which has emerged in the discussion is the training of teachers. The magnitude of the problem is very large; and it is not desirable that it should be done entirely by the Centre. Under your guidance, we may be able to give certain definite indications as to what are the important jobs to be done. But I would like to make it very clear that it is not proper to transfer all the responsibility to the Central Government which is obviously not equal to it.

May I suggest the following guidelines for action in the third year of the Fifth Plan? Let us see to what extent we shall be able to get larger allocations in the plan. But it is obviously not desirable to depend on this source alone. Efforts will have

to be made to mobilize resources to the utmost, and to restrict expenditure on non-essential items. We must raise local resources for local uses. We must also ensure that the money allotted is used to the maximum advantage possible. It is not a larger investment but the increased effectiveness of the expenditure incurred and its maximum utilisation that should be our immediate objective.

RESOLUTIONS

adopted by

The Central Advisory Board of Education

at the 38th Session

held on 27-28 November, 1975

I. Comprehensive educational transformation.—The Board is of the view that it is desirable and essential to transform the educational system comprehensively on the basis of the major concepts now being developed in most countries of the world, *viz.*, shifting of emphasis from teaching to learning; reducing the dependence on the formal system of instruction as the channel for education of the people; developing large scale programmes of non-formal education and integrating them with the formal system; utilising all the educational resources available in the community, including the students themselves; and making education a life-long life-wide process so as to create a learning society. The Board is happy to note that these ideas have been broadly supported by the Prime Minister. In this reconstruction, the teachings of our great national leaders like Mahatma Gandhi, Jawaharlal Nehru, Dr. Zakir Husain and Rabindra Nath Tagore are of great relevance and significance. The Board, therefore, recommends that the Standing Committee should formulate concrete proposals for the comprehensive transformation of the educational system on the basis of these broad concepts and suggest practical steps for their implementation and especially for the development of a large scale programme of experimentation and innovation on the part of schools and teachers at all stages of the educational system and all other agencies involved in the educational process. These proposals should be brought before the next session of the Board for its consideration.

II. Educational Development in the Fifth Plan.—The Board notes with deep concern and anxiety the heavy reductions in the allocation to education in the first two years of the Fifth Five Year Plan. If these trends are not reversed, the overall allocation to educational development in the Fifth Five Year Plan would be of the order of Rs. 1,000 to 1,100 crores and the actual expenditure may not go beyond Rs. 900 to 1,000 crores. This is even more unsatisfactory than the allocations made for educational development in the Fourth Five Year Plan, which although admittedly inadequate, stood at Rs. 822 crores (allocation) and Rs. 768 crores (actual expenditure), specially if allowance is made for the increase in prices and the further expansion which has to be reckoned with in the Fifth Five Year Plan. The Board is of the view that these drastic reductions will affect adversely the development of education in the country and ultimately the entire process of national development itself. The Board, therefore, urges upon the Central and the State Governments to make larger allocations to education during the remaining three years of the Fifth Five Year Plan so that the possible damage to educational progress is reduced to the minimum and educational development begins to move forward. The Board also requests the Chairman to convene an early meeting of the Standing Committee for this purpose, to take up the issue with the Planning Commission and to seek an early reversal of the present unhappy trends.

III. Educational Finance.—(1) In the opinion of the Board every effort must now be made to mobilise additional resources for educational development in the remaining three years of the Fifth Five Year Plan and to see that they are deployed in the best manner possible. From this point of view, the Board makes the following recommendations :—

(a) The Ministry of Education at the Centre and the Education Departments in the States should strive to secure the largest allocations possible for educational development by seeking adequate priority at the highest level in consultation with the Ministry

of Finance and Planning Commission at the Centre and the Finance and Planning Departments in the States.

(b) Every effort should be made to mobilise additional resources from the community. Suitable measures should be adopted to make the local communities (including Panchayats and other local bodies) responsible, with some assistance in the case of backward or poorer areas, for such programmes as construction and maintenance of buildings, provision of equipment, provision of student services and quarters for teachers. etc.

(c) The possibility of the levy of education cesses should be explored. In all such cases care should be taken to see that the funds raised from such cesses are available for educational development in addition to the normal grants from general revenues which are made from time to time.

(2) The Board is of the view that, for purposes of educational development as a whole, the artificial distinction between Non-Plan and Plan expenditure is irrelevant. It, therefore, suggests that all Non-Plan expenditure should be scrutinised very carefully in every State and Union Territory and suitable steps should be adopted for its rationalisation and more intensive utilisation, including deployment for financing programmes of qualitative improvement and non-formal education. It may be necessary to set up a small working group of the Board for this purpose and to pursue the matter with all concerned intensively and in a sustained manner.

(3) It is essential that the limited funds available should be utilised for programmes of the highest priority, relevance and significance. The Board therefore recommends to the Ministry of Education and to the State Governments to re-examine all the existing programmes, identify priorities within priorities and make the necessary adjustments in the Plan proposals.

(4) It is necessary to provide funds for assistance to the States under the Central or Centrally-sponsored Sector for the proper development of a few national programmes of great

relevance and significance which should be pursued simultaneously by all the States. The Board, therefore, recommends that the Standing Committee should identify such national programmes and that early steps should be taken to assist them under the Central or Centrally-sponsored schemes.

IV. Universal Elementary Education.—(1) The Board views with concern the short-fall in enrolment in the age-groups 6—11 and 11—14 in 1973-74 as shown by the Third Educational Survey. This concern becomes more serious because the allocations for elementary education have been cut very drastically in the first two years in the Fifth Five Year Plan, so that additional enrolments in these age groups are, at best, keeping with the growth of population and very often not even so. The Board is of the view that this programme is of such vital significance that it must be pursued in a vigorous and sustained manner and the target of universal education in the age-group 6—14 should be reached as early as possible, and at any rate, by 1986 as recommended by the Education Commission.

(2) From this point of view, the Board makes the following recommendations :—

(a) The programmes of a non-formal education should be developed on a large scale to enrol children who do not attend schools at present and also to reduce wastage.

(b) The stress on more enrolment, especially in Class I, should be given up. Instead, the emphasis should be on universal retention.

(c) A programme of mid-day meals and other incentives should be developed and expanded on indigenous resources.

(d) Emphasis on the appointment of full-time teachers should be reduced. Instead, the emphasis should be placed on the employment of a large number of part-time teachers to deal with the programmes of non-formal and part-time education at this stage. For this purpose, all available talent in the local communities should be harnessed.

(e) Wherever necessary, the double shift system should be adopted in Classes I & II.

(3) This programme should be treated as a national programme of the highest significance and funds required for it should be provided on a priority basis. Its success would depend on the extent to which the enthusiasm of the people is mobilised and its implementation assumes the form of a mass movement. It will also be necessary to orient the primary school teachers to this new approach to the implementation of the programme and to streamline the administrative machinery for the purpose. In particular it will be necessary to prepare detailed plans for each school area, tehsil and district and to watch their progress from year to year.

V. Non-formal Education.—(1) The Board whole-heartedly endorses the observations made by the Prime Minister that Education should be made “life-long” and “life-oriented”, that educational activity should not be confined to formal system and that new relationship needs to be established between man, community and technology.

(2) Noting with appreciation the fact that the idea of non-formal education was gaining ground in the country and that States had started preparatory work, the Board recommends that:—

(a) Detailed plans of non-formal education, based on necessary surveys, should be prepared by each State for different age groups and sections of society consistent with the local requirements and situations. These plans should indicate priorities in regard to the groups to be covered under this programme. Special emphasis needs to be given to economically, socially and educationally deprived sections of the society.

(b) Non-formal education programmes should be correlated with the main developmental such as land reforms, irrigation, family planning, etc. In particular, it should be an essential

input of programmes, the successful implementation of which depends on well informed participants.

(c) Greatest care should be taken to make the content of non-formal education programmes related to environmental and learners' needs.

(d) In organisation of non-formal education programmes there is need for a much greater involvement of student and non-student youth organisations as well as the concerned departments of Government. Voluntary agencies must also be involved in a big way in implementation of this programme. Suitable arrangements of coordination should be made at the national, State and implementation levels.

(e) A cell may be set up in each State either in the State Directorate of Education or in the State Institute of Education to coordinate all programmes of non-formal education.

VI. Youth Services.—(1) The youth programmes have a crucial place in the process of development of our country. Comprehensive programmes should be formulated and implemented so as to develop the total personality of the youth and to prepare them for a full and more positive participation in national life. It is necessary that large sections of non-student youth, in urban as well as rural areas, who have remained out of the coverage of youth services are now brought within their purview. Owing to their idealism and a spirit of adventure, the youth can serve as the vanguards of social and economic programmes aimed at eliminating exploitation. The existing student and non-student youth programmes, for example National Service Scheme, Nehru Yuvak Kendras, National Volunteer Service Scheme, National Integration Samitis and Planning Forums etc. should organise their activities in this direction.

(2) Sports, games and physical culture should be broad-based and cover a much larger number of young people, particularly the non-student youth in rural areas. Indigenous sports should be encouraged and playgrounds should be shared by institutions to cater to increasing number of youth.

(3) Students' amenities should be given high priority. Special facilities should be provided for students coming from economically and socially weaker sections of community and hostels and bursaries should be established for such students. To enable them to overcome their initial disadvantage it would also be necessary to provide remedial tuition to such students.

(4) In view of their significance, a Committee of the Board should be set up for youth services and students' welfare.

VII. The New Pattern.—(1) The Board notes with satisfaction that many States have taken steps to adopt the educational pattern of 10+2+3 and the remaining States are considering the matter seriously. The Board deems it necessary to stress the crucial importance of the stage of two years between the school and university stages of education. It reiterates that this stage should be regarded as not merely college preparatory, but as a period for preparing an increasingly larger number of school leavers for different vocations in life.

(2) The Board invites attention to the detailed recommendations made in regard to vocationalisation of education in the last session of the Board and recommends vigorous action by State Governments and other agencies. The Board also welcomes and supports the resolution on the new pattern adopted by the Vice-Chancellors' Conference. The Board is of the view that guidance and financial assistance by the Central Government would enable State Governments to take quick and effective action in this direction and recommend the same.

VIII. Education of Scheduled Castes and Scheduled Tribes.—

(1) The Board is of the view that more intensive measures have to be taken for the spread of education among Scheduled Castes and Scheduled Tribes. In particular,

(a) Vigorous efforts should be made to spread elementary education among Scheduled Castes and Scheduled Tribes. There should be adequate provision for incentives like mid-day meals, uniform for girls, free books, etc.

(b) The facilities now available for Pre-examination Training Centres for coaching tribal students for the I.A.S. and other Central Services should be enhanced.

(2) For the special problems of Scheduled Tribes, the following programmes will have to be developed :—

(a) An adequate institutional infrastructure should be created in tribal areas for providing universal elementary education.

(b) Special programmes should be launched for tribes at less than 5 per cent literacy levels.

(c) The educational administration should be streamlined and strengthened wherever necessary keeping in view the more difficult nature of the terrain.

(d) The UGC should evolve special norms suited to the hill and tribal areas for all its programmes of assistance to collegiate and university education in the hill States.

(e) A planned approach should be made to the urgent need for giving special training to tribal students and staff so that they may become teachers in the schools, colleges and universities.

(f) That grants should be made available for Bharat Darshan and other forms of travel by tribal students and staff so that they may become acquainted with the great changes taking place in the country as a whole.

IX. Quality of Education.—(1) The Board stresses the need to raise the quality of education at all levels. High priority should be given to the training of teachers, especially science teachers and with this end in view, the contents and methods of training of teachers should be upgraded. Recruitment and training programme of teachers should be closely related to the needs of the State. The curriculum at all levels should be modernised. The national curriculum for the 10 years school prepared by the NCERT is recommended to the State Governments. Work experience programme which is productive and socially relevant

should become an integral part of the curriculum. The level of English or any other International language to a reasonable level of proficiency should be aimed at.

(2) The Board notes with satisfaction the various services offered by the NCERT for improvements in the field of school education. It recommends the utilisation of these facilities in full measures by the State Governments.

(3) There is continuous need to improve educational planning and administration at all levels in the States. The Board recommends to the States the utilisation of the facilities offered by the National Staff College in this regard.

(4) The States often require the assistance of experts and specialists in various spheres of educational programmes. These experts may be on the roll of NCERT, NSC, State and other organisations. NCERT and NSC may develop a programme by which the services of these experts can be made available to States when required by them.

(5) Reform of internal and external examination should continue to receive close attention.

X. Backward Areas and Weaker Sections of the Community.—The Board is of the view that, in all programmes of educational development, adequate emphasis must be placed on promoting social justice. In particular, steps should be taken to promote the development of education in backward, hilly and tribal areas and the educational interests of children among the weaker sections of the community. (These will include children of the poorer social groups like landless agricultural labourers, children from rural areas, first generation learners, Scheduled Castes and Scheduled Tribes). From this point of view, a number of programmes will have to be developed. Some of the more important of these would be the following :—

(a) Emphasising the spread of elementary education.

(b) Organisation of an intensive and nation-wide programmes for discovery and development of talent among the weaker sections and to ensure that the talented children among these social groups will have access to good middle secondary and higher education through a programme of development of quality institutions in adequate numbers in all parts of the country, and provision of scholarships (combined with placement) and hostels on an adequate scale.

(c) Reservation of seats for children from the weaker sections of the community in good quality institutions at all stages and making special provisions for individual attention, personal guidance and remedial instruction to enable them to take full advantage of such institutions.

(d) Adequate steps should be taken to ensure that children from the weaker sections get good education in English, Science and Technology and admission to all useful and prestigious courses.

XI. Education of Girls and Women.—The Board generally endorses the recommendations of the Committee on Status of Women relating to education and recommends that the Central and State Governments take necessary steps for their implementation.

XII. Higher Education.—The CABE generally endorses the resolutions of the Conference of Vice Chancellors held on September 30—October 1, 1975. In particular the Board commends the programmes for the quality improvement of higher education sponsored by the UGC and recommends that the State Governments take necessary steps for implementing them. The Board also recommends that each State should make arrangements for proper coordination to make the best use of facilities and experts available in the State for a coordinated development of all the academic programmes.

XIII. Introduction of the New System of Educational Statistics.—The Board welcomes and approves the proposals to introduce the new system of educational statistics which is proposed

to be introduced with effect from 1976-77. It requests the State Governments to make all the arrangements necessary for the introduction of the system and suggests that special arrangements be made for training of the officers concerned.

XIV Book Banks.—The Board notes with satisfactions that assistance for setting up Book Banks is being given by the University Grants Commission for universities and colleges. It recommends that funds should also be provided for setting up Book Banks at the secondary and higher secondary level as well.

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