

CENTRAL ADVISORY BOARD OF EDUCATION
THIRTY SIXTH SESSION
NEW DELHI

SEPTEMBER 18-19, 1972

PROPOSALS
FOR THE
DEVELOPMENT OF EDUCATION AND CULTURE
IN THE
FIFTH FIVE-YEAR PLAN (1974-79)



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D06225



MINISTRY OF EDUCATION AND SOCIAL WELFARE
GOVERNMENT OF INDIA NEW DELHI, 1972

Sub total 17191
No. of items 100
Floor
Etc
Total \$17191

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WELCOME SPEECH

by

I. D. N. SAHI

**Secretary, Ministry of Education,
Social Welfare and Culture**

On behalf of the Ministry of Education and Social Welfare and myself, it is my proud privilege and pleasure to welcome you to this Thirty-sixth Meeting of the Central Advisory Board of Education.

The main purpose of this meeting is to consider the broad strategy to be adopted for the development of education and culture in the Fifth Five-Year Plan and to advise the Government of India and the State Governments thereon. The preparations for this meeting, Mr. Chairman, began in March last when you directed that this meeting should be convened some time in September, 1972 and that the necessary preparations should be made in consultation with the State Governments. We have been working on this, under your guidance, for the last six months. The result is the Working Paper on the programmes of educational development in the Fifth Five-Year Plan which has been printed and circulated to the Members of the Board. We have not been equally successful as yet in preparing a Working Paper for the programmes of cultural development. But a tentative first exercise has been made and has now been placed on the table. We hope to work upon it further in the light of the directives given by the Board.

Mr. Chairman, I should like to inform you and the members of the Board that I had convened a Conference of Education Secretaries and Directors of Education on the 15th and 16th instant. They considered, not only the Working Paper on Educational Development, but even our tentative first exercise on programmes of cultural development. Copies of my address to the Conference as well as its recommendations are placed on the table for the information of the Board. I hope they will be of use in the Board's deliberations. I

may briefly sum them up by saying that the Conference has fully endorsed the strategy proposed to be adopted for the development of education and culture in the Fifth Five-Year Plan and the major programmes which have been proposed for implementation. The Conference also went in some detail into the question of the administrative action necessary to plan and implement the large-scale programmes of educational and cultural development, which have now been proposed, and has made useful recommendations which I would commend for acceptance.

Mr. Chairman, we are meeting at a time when proposals for the Fifth Five-Year Plan are being formulated. I consider it our great good fortune that an eminent educationist of your stature and experience should be available to us to preside over the Board and to guide its deliberations at this important juncture. I have no doubt, Mr. Chairman, that we will all be greatly benefited by your insights into the educational problems of the country, by your vast experience of the field, and by your readiness and capacity to devise bold and imaginative programmes and to implement them with vigour. May I now request you, Sir, on behalf of the Members of the Board, all of us gathered here and myself to deliver the inaugural address for this Thirty-sixth Meeting of the Central Advisory Board of Education?

INAUGURAL ADDRESS

by

PROFESSOR S. NURUL HASAN

Union Minister for Education, Social Welfare and Culture

I join my friend and colleague Shri I.D.N. Sahi, in welcoming you to this rather belated but significant meeting of the Central Advisory Board of Education. I say 'belated' because we are meeting after a lapse of more than two years. A meeting ought to have been convened in September last. But this could not be done on account of the emergency arising from the freedom struggle of the people of Bangla Desh. I also said 'significant' because we shall be formulating, at this meeting, a blue-print for the development of education and culture in the Fifth Five-Year Plan and present it to the Planning Commission, the concerned Ministries at the Centre, the State Governments and Union Territory Administrations. The large attendance at this session and the interest our deliberations seem to have aroused in the country are further evidence of the significance of these deliberations.

II

Before I turn to the main theme of our discussions, I would like to make one or two points. As you know, the term of the last Board came to an end on 31st March, 1972; and this is the first meeting of the Board reconstituted for the triennium beginning with April 1972. I therefore, take this opportunity to place on record the valuable services rendered by the out-going members of the Board. In particular, I would like to make a grateful reference to the services rendered by my predecessors in office, Dr. V.K.R.V. Rao and Shri Siddhartha Shankar Ray. I also take this opportunity to welcome you, the new members, to the Board. I look forward to a period of fruitful collaboration with you all in the service of education.

I also take this opportunity to place on record our gratitude to those members of the Board and others who have laboured

hard for the success of this meeting. We have before us excellent reports prepared by three committees or working groups of the last Board, namely, (1) Report of the Committee on Examinations under the Chairmanship of the Chief Minister of Andhra Pradesh; (2) Report of the Committee on School Buildings under the Chairmanship of Prof. A.K. Kisku; and (3) Report of the Working Group on Development of Pre-School Programmes under the Chairmanship of Shrimati Mina Swaminathan. We also have reports prepared by four committees of this Board, namely, (1) Report of the Committee on Model Schools and Improvement of Standards of which I happened to be Chairman but where the lead in the discussions was taken by my friend, Thiru Nedunchizian, the Education Minister of Tamil Nadu and whom I am requesting to present the report; (2) Report of the Committee on Educational Structure and Vocationalisation under the Chairmanship of the Chief Minister of Uttar Pradesh; (3) Report of the Committee on Educational Administration under the Chairmanship of the Chief Minister of Andhra Pradesh; and (4) Report of the Committee on Pre-School Development and Primary and Middle School Education under the Chairmanship of the Chief Minister of Orissa. But this is not all. Several State Governments and Members of the Board have suggested important items for discussion. The Education Secretaries have made a very valuable contribution. They first met at New Delhi on 4th-5th May, 1972 and initiated a series of deliberations. They have met again on 15th and 16th instant and their useful recommendations are now before us. All the Education Ministers have shown an enthusiasm and interest in this programme which has almost overwhelmed me. They have been kind enough to discuss all the major problems with me and to respond uncomplainingly to the manifold demands I have made on their time. They were all good enough to meet me, in an informal meeting at New Delhi, on the 22nd of August and to apprise me of their views on the development of education in the Fifth Plan. I take this opportunity to thank all these persons for their unstinted and valuable cooperation. But for this labour of love, it would not have been possible for us to place before you the working paper on educational development which has been largely welcomed and appreciated.

III

The main document for our consideration is the working paper on *Education in the Fifth Five-Year Plan (1974-79)*.

There are also a number of other items on the agenda, but these can be conveniently considered along with the relevant portions of the working paper. I hope you have had occasion to examine these documents in depth. I will not therefore, take your time in trying to summarise them. However, I shall deal only with three main issues relating to them, viz., their basic approach, the major programmes they emphasize or highlight and their significance.

Let me begin with the first issue : the basic approach adopted in the formulation of these proposals. Here, I would like to confess straightaway that we have made no attempt to search for new ideas. During the last 25 years, the problem of educational development has been examined by several Commissions and Committees, and in particular, by the Radhakrishnan Commission (1948) and the Mudaliar Commission (1952). We also have the valuable and comprehensive report of the Kothari Commission (1964-66) which was examined at all levels in the country and which finally culminated in the adoption of the National Policy on Education (1968). All these documents, and especially the last two, give us a wealth of ideas beyond which it is hardly necessary to look at this stage. We have, therefore, selected some priority programmes from their recommendations, with a shift of emphasis or modifications necessitated by the changed circumstances and new trends of thought that have since crystalized among the people and propose to concentrate on building up a vigorous programme of implementation. I am sure the Board will appreciate this stand.

The second feature of our approach is to put the priorities straight. Our educational system needs large-scale reconstruction, almost a revolution, having three broad aspects :

- transformation so as to relate the educational system to the life and needs of the nation and its aspirations to create a scientific temper, to build a truly secular, democratic and socialist society and to inculcate a sense of values which would lead, not only to a full development of the individual's personality but also change the quality of his life;
- qualitative improvement so that the standards achieved are adequate for social needs, keep continually rising and, at least in a few sectors become internationally comparable and help in increasing productivity and self-reliance; and

—fulfilment of the constitutional directive for primary education and the expansion of facilities at other stages, broadly on the basis of manpower needs and with an accent on equalisation of educational opportunities in consonance with Articles 41 and 46 of the Constitution.

During the last 25 years, our emphasis has been mostly on expansion of facilities and equalisation of educational opportunities. But even here, we have not been able to fulfil the directive contained in Article 45 and facilities of secondary and higher education have largely by-passed the deprived sections of the community. Expansion must therefore go on at an even faster pace. But simultaneously, we must now give due emphasis to a continuing improvement of standards and, more especially, to the transformation of the educational system so that it becomes a powerful instrument of social transformation, economic growth and national integration. The effort made in these proposals, therefore, is to put these objectives into focus. The transformation of the educational system receives the emphasis that has been denied it so far. So does the improvement of standards. And last, but not the least, still further expansion of facilities continues with an accent on the provision of universal primary education for all children in the age-group 6-14 by 1980-81.

The third feature of these proposals is that they seek to evolve a uniformity of pattern and quality in education through a close, sustained and meaningful cooperation between the Central and State Governments. In this endeavour, there would be ample scope for innovation and experimentation. There would also be plenty of room for adjustment to local conditions and needs. And yet, there would be unity in diversity or a national focus and essential similarity which are evolved through the democratic process of arriving at a consensus through discussions and negotiations.

The fourth feature of these proposals is their comprehensiveness and integrated approach. They cover, to begin with, all stages from pre-school to university. They include, not only programmes of formal education, but those of informal education as well. They cover, not only students but also non-student youth and a fair proportion of adults. They bring in the use of mass media to a much greater extent than in the past and they also seek to build up, particularly in relation to programmes of vocational education, close working relationships with other Ministries and Departments with which we have hardly had anything but a nodding acquaintance in the past. They also seek to

abolish the gulf between the school and the community and to involve them in a joint enterprise of mutual service and support. This attempt at comprehensiveness and an integrated approach is deliberate. It seeks to economise on time, money and effort. A developing country like ours does not have the time to try these different programmes one after the other. Nor can it afford the luxury to develop separate agencies for each of them.

Life being what it is, even the fairest of persons do cast dark shadows. This very attempt of ours at comprehensiveness and an integrated approach is likely to lead to criticism and some may describe these proposals as unrealistic or over-ambitious. The charge of unrealism can be levelled at the financial implications of these proposals which run to Rs. 3,200 crores or about 10 per cent of the anticipated outlay in the Fifth Plan. In this context, I would humbly like to make two points. The first is that a detailed study of the Working paper will show that this is a *minimum* need of the programme if a significant dent is to be made on the present unsatisfactory educational situation. The second is that this is not an undue demand. We have always pleaded for a high priority to education in all the Plans on the ground that it is a basic investment in the development of human resources. Right from the First Plan, we have pleaded for an allocation of 10 per cent of the total outlay to Education. But this demand has never been granted. In the first three Plans, Education received about 7 per cent of the total outlay; and in the Fourth Plan, its share went down to 5.2 per cent. The disastrous results of this unjust treatment are too well-known to need recapitulation. All that we have done, therefore, is to plead our case once more and to emphasise that Education does need and deserve an allocation of about 10 per cent of the total outlay.

A demand for additional resources is all the more justified when it can be accompanied by greater human effort. We believe that, at this juncture in our history when the nation has acquired a new spirit of independence and self-confidence, it is possible to motivate all concerned for an unprecedented effort for educational reconstruction. These proposals, therefore, lay special emphasis on the close and continuous involvement of teachers and students in planning and implementation, on strengthening educational administration, and on mobilising community support.

The charge of over-ambition too cannot be sustained, although I might plead guilty to some modest ambition. I do

not subscribe to the view that ambition is necessarily or always wrong. On the other hand, I do believe that ambition is both essential and healthy in certain sectors and, particularly in nation-building activities like Education. In fact, I would even go a step further and assert that in this field, we would be failing in our duty if we do not set our sights enough.

The fifth feature of these proposals to which I would invite your special attention is the emphasis that they place on implementation. Our main weakness has been, not the lack of ideas or any incapacity to formulate conceptually sound plans, but the failure to implement approved programmes in a vigorous and sustained manner. While formulating these proposals, therefore, due care has been taken to provide for effective implementation. I have already referred to the great emphasis placed on the active involvement of teachers, students and the community. In addition, we have made proposals to reorganise and streamline the Central Ministry of Education and Social Welfare and State Education Departments, to strengthen the district-level administration, to establish a National Staff College for Educational Planners and Administrators, to strengthen the State Institutes of Education, and to establish a National Council of Teacher Education and State Boards of Teacher Education. I would invite your special attention, in this regard, to Shri Sahi's Address to Conference of Education Secretaries and Directors of Education and to its recommendations which have now been placed before you, and also to the recommendations of our Committee on Educational Administration. These, I trust, will lead to a satisfactory implementation of the approved policies and programmes.

Finally, I would like to invite your attention to one more feature of these proposals, namely, their sectoral allocations as well as the allocation of funds between programmes of expansion and qualitative improvement. In the first four Plans, comparatively larger allocations were made for secondary and higher education with the result that primary education received comparatively limited resources. Secondly, the bulk of the available funds were allocated to expansion so that programmes of qualitative improvement necessarily suffered in comparison. This picture has been deliberately changed in these proposals. Out of a total allocation of Rs. 3,200 crores, as much as half has been allocated to pre-school, primary and middle school education. This naturally puts a squeeze on secondary and higher education. This is a feature which we must regretfully accept due to the limitations of our resources. Similarly, the programmes of qualitative im-

provement are emphasised at all stages, in an increasing order of importance and are given an allocation of Rs. 585 crores (against an allocation of Rs. 990 crores for expansion) at the primary stage, of Rs. 200 crores (out of a total of Rs. 400 crores) at the secondary stage and of Rs. 300 crores (against only Rs. 100 crores for expansion) at the university stage. This change of emphasis has several implications. It may create some problems which will have to be sorted out. But I am sure, the Board will agree that this change has been overdue and is in the right direction.

IV

I shall now turn to the second issue, viz., the major programmes which these proposals emphasize or highlight. To save time, I will refer briefly to the most important ones only.

The first of these is the emphasis placed on change in the content of education and curricular reform, the adoption of new methods of teaching and evaluation and the production and supply of improved textbooks. The inculcation of values will be emphasised at all stages. The cultural content of education would be strengthened. There would be intensive effort for cultivation of physical education, games and sports. Education for citizenship would include emphasis on the story of our struggle for freedom, the achievements of the post-independence period and national objectives and programmes of development. There would be a conscious effort to relate curricula closely to environment. The teaching of science and mathematics would be compulsory in classes I—X. Work-experience would be introduced in classes I—VIII and it would be obligatory on all students to study a craft or a trade in classes IX—X. There would be two streams at the higher secondary stage, one leading to the university and the other to the world of work through programmes of vocationalisation. Special attention will be given to the restructuring of courses at the under-graduate stage; and at the post-graduate stage, greater emphasis will be laid on promotion of research and on a symbiotic combination of teaching and research. Appropriate programmes of community or national service would also be introduced at all stages. In teaching, the focus of effort would be to replace existing methods of rote-memorisation or lectures and reproduction by new and dynamic techniques which awaken curiosity, encourage self-study habits and promote problems-solving skills. Evaluation will be made a

continuous process and largely internal, the ultimate objective being to retain only one public examination at the school stage (at the end of class XII). Initiative and experimentation on the part of schools and teachers would be encouraged. Special attention would be given to the improvement of the quality of textbooks and supplementary reading materials and the establishment of adequate library facilities. Printing capacity will have to be increased by the establishment of a few up-to-date presses in different parts of the country with a view to better production at cheaper prices. The equipment in laboratories will be improved and an effort would be made to assist the students and teachers to fabricate as much of it as possible. The fullest use will be made of all mass media, including the Press, in all programmes of formal and informal education. I am very grateful to my colleague and friend, Shri Inder Gujral, for the enthusiastic support which his Ministry has offered. The main focus of all these reforms is to make education a powerful instrument of social transformation, to strengthen our commitment to the values of humanism, democracy, secularism and socialism, to inculcate the love of the motherland and promote national integration, to accelerate the process of modernisation and the development of a scientific temper and outlook and to promote productivity. You will agree with me that without an effort of this type, education will not yield adequate returns for the investment we made therein.

The second major programme included in these proposals is that of qualitative improvement. There can be no doubt that we should improve every educational institution to the best level possible; and with this end in view, we have tended to plan our programmes on the principle that either everybody moves or none moves. The available resources in men, materials and money being limited, this approach has usually led to a situation of stagnation in which none can move. This, of course, does not apply to the affluent who can afford the luxury of remaining outside the system and retain the privilege of continuing as an elite and exploiting group. It is high time that we devised an alternative strategy to make a break-through in the present situation. What is, therefore, proposed there is a three-fold programme:

First, a comprehensive model secondary school will be established in every district, and a model primary school in every community development block, as pace-setting institutions which will demonstrate the new education in practice, give extension

services to schools in their neighbourhood and also provide residential accommodation and scholarships to 25 per cent of their students who will be selected from the most under-privileged sections of society, including scheduled castes and tribes.

Second, about 10 per cent of the institutions (this percentage could be increased in later plans) selected on the basis of specific criteria laid down, will be upgraded to optimum levels; and

Third, an effort will be made to improve every educational institution to minimum levels, partly through guidance and State and partly through local community support.

Within the limitations imposed by lack of funds and of high quality trained personnel, this seems to us to be the only strategy to be adopted for maximisation of benefits. We would not, however, like to be dogmatic. We would welcome any suggestions of an alternative strategy to improve standards which, we are all agreed, is a programme of the highest priority. If such an alternative were available, we would have no hesitation in adopting it.

The third major programme included in these proposals is the provision of universal primary and middle-school education for children in the age-group 6-14 by 1980-81. This has been a long cherished national ideal, pursued for almost a century. We have enshrined it in our Constitution as a Directive Principle of State Policy. We even committed ourselves to realise the goal by 1960. Unfortunately, various problems and difficulties have conspired to leave it still as an unfinished task. It is, therefore, not too early that we have taken a decision to implement this provision of our Constitution by the end of this decade. This would, indeed be a great achievement and give a mass base to our educational system which it now sadly lacks. It will also create a basic equality of educational opportunity for all our children, irrespective of caste, creed, religion, sex or place of birth. The task is admittedly complex and difficult. But we have suggested several unorthodox approaches and strategies to achieve our goal. In particular, I would invite your attention to the proposal of making our system of primary education (and in fact, the entire educational system) a multiple-point entry system, the large provision of part-time education for children in the age-group 11-14, and the utilisation, as teachers, of National Service Volunteers, retired teachers and all other available local personnel who can make a contribution to education, either on a full-time or a part-time basis.

In secondary education, we have emphasised four main programmes:

(1) The prevention of the dilution of standards which now takes place through indiscriminate expansion. This will imply a proper planning of the secondary schools, assumption of a greater initiative by the State in establishing new secondary schools, prescription and rigorous enforcement of proper standards for recognition, and greater control over private enterprise.

(2) Emphasis on programmes of qualitative improvement, especially those of teacher education, curricular reform and adoption of modern educational technology.

(3) Adoption of uniform pattern of 10 + 2 + 3 + in all States and Union Territories by the end of the Fifth Five-Year Plan, with some national uniformity being maintained at the end of classes VIII, X and XII and the first degree stage.

(4) *Vocationalisation at the higher secondary stage*: Unfortunately, our system of secondary education, as has been wisely observed, 'fits a boy for a college and almost unfits him for everything else'. One of the most urgent reforms needed, therefore, is to make secondary education really terminal so that a large proportion of students completing the secondary course get into jobs in different walks of life rather than be forced to seek admissions to universities and colleges. By a curious combination of situation, secondary education has remained the weakest link in our educational system. Its claims for attention and funds have been over-shadowed by those of primary education on emotional grounds and by higher education on its own compulsions. What is now proposed is to assign its due place to secondary education and to strengthen it, either as a point of entry into life at middle levels of skills and occupations or as preparation to the university.

The programmes of higher education have been briefly sketched in the working paper. As you are aware, the system of higher education is under immense strains at present and we will have to take action on several fronts to improve it. First of all, there is urgent need for a radical transformation of the system so that we are in a better position to realise its fundamental objectives, namely, to seek and cultivate new knowledge; to promote a scientific and rational outlook and temper and to

engage vigorously in the pursuit of truth and excellence; to train competent men and women with a commitment to basic human values, social purposes and national development; and to strive to enrich the life of the community around through the diffusion of culture and through the solution of problems by the application of science, technology and learning. Institutions of higher education should be prepared to cope with the explosion of knowledge and its rapid advance. We will have to make adequate provision for greater specialisation in each discipline, for the emergence of new disciplines, for introduction of disciplinary studies and for collaborative programmes of teaching and research.

Vigorous efforts will have to be made to stop the unplanned growth of higher education which can only lead to disaster. At this stage in particular, our traditional over-dependence on private enterprise would have to be abandoned and the State would have to assume initiative in establishing new institutions and courageously take steps to control private colleges which should be compelled to raise a portion of their recurring expenditure through their own resources. The location of colleges will have to be so planned that each college grows to an optimal size which is conducive to economy and efficiency and schemes will also have to be carefully worked out to consolidate existing institutions with the same objective.

Quality of education assumes crucial significance at the university stage and consequently, programmes of qualitative improvement at this stage will have to receive top priority. It is a pity that it is our second degree, by and large, that is equated with the first degree in the industrially advanced countries and it is high time that we took vigorous steps to equalise these standards. Our efforts in this direction will be assisted if we can adopt a uniform pattern of school and college classes (10 + 2 + 3), recommended by the Education Commission and approved in the National Policy on Education. Apart from other programmes of qualitative improvement suggested earlier, special attention will have to be paid to the development of university departments, strengthening of centres of advanced study and an increase in their number, promotion of research provision of student amenities and services, and improvement of colleges. Great emphasis will have to be laid on upgrading the skills of college teachers and we will have to move in the direction of providing a sabbatical year of professional growth to all teachers, whether in colleges or in universities. Early steps will

also have to be taken for the implementation of the recommendations of the Gajendragadkar Committee.

While these and other allied issues in higher education may be broadly discussed, I would not recommend to the Board to go into their details. The proper forum to consider them is different, viz., the University Grants Commission and the Universities. It would serve our purpose, therefore, if we make a strong recommendation to the UGC and the Universities to examine these proposals for the development of higher education in the Fifth Plan in depth and to put forward their recommendations to the Government of India and the State Governments. We, on our part, as Governments and educationists should offer our full support for the implementation of their considered proposals.

Another important programme included in these proposals is that of youth services. As a part of the celebrations of 25th Anniversary of our Independence a programme of establishing a Nehru Yuvak Kendra in each district has been initiated and will be completed very soon. They will provide programmes of recreation and culture, physical education, games and sports, general, scientific and vocational education, and programmes of social and community service. In the interests of economy and efficiency, this programme will have to be linked closely with the educational system for the benefit of both. We propose that the Nehru Yuvak Kendras will work, to begin with, in close collaboration with the model secondary school in the district. Soon they will establish branches which will work closely with the model primary schools in the community development blocks and the upgraded schools; and, ultimately, the programme will have to be generalised to cover the entire educational system. This would be a very crucial programme of national significance as it will cover the age-group 5-25.

This leads me on to the programme of literacy visualised in these proposals. Here, our drive will be three-fold. Firstly, we shall emphasise the liquidation of illiteracy in the age-group 15-25 through trained leaders among the young themselves. Secondly, we will try to link programmes of literacy to the programmes of employment which are being developed in the Fifth Plan, especially in the rural sector, as such linkage offers the best change for programmes of literacy and social education to take root. Lastly, we also propose to provide literacy classes, mainly through college students to all adults who desire to learn. This may not appear to be a very ambitious target. But coupled with

the drive to provide improved universal primary education, there is no doubt that the literacy map of the country will be totally transformed by 1981.

We attach particular significance to the efforts proposed to be made to introduce elasticity and dynamism in the educational system. As the Education Commission pointed out, the single most important thing needed now is to get out of the existing rigidity and uniformity. The programme will be promoted through a variety of measures such as the adoption of the multiple-point entry system at all stages; the development of the programmes of informal education and their blending with the formal system; the large emphasis on programmes of private study and correspondence education, including the establishment of 'open university' system; the reform of curricula at all stages, which will make transferability of credits possible; the introduction of short-semester length courses; encouragement to schools and teachers for innovation and experimentation; use of modern educational technology; reorientation of officers of the Education Departments; and revamping of the entire educational legislation.

Finally, I would like to make a few observations regarding cultural programmes. It is a pity that, throughout the last 25 years, no effort was made to develop a National Plan of Cultural Development in our country which has such a rich cultural heritage, such an unparalleled antiquity and such an advanced civilisation. So far, the programmes of cultural development have been treated marginally under 'other programmes' included in the Educational Plans and given a meagre allocation which has never exceeded about 2 per cent of the total. This has had several undesirable consequences. Our great tradition of participative culture has begun to die out; the cultural content of formal education has remained nominal and is creating a situation where the younger generation is growing up in increasing ignorance of its cultural heritage and is ill-equipped to deal with the psychological problems of a modernising society; and the general debasement of taste among the people has reached proportions which give serious cause for anxiety. While preserving the enduring values and forms of our cultural heritage we must look to the future, remove the dichotomy between 'two cultures' and ensure the participation of the masses in it. The situation, therefore, calls for immediate and massive action.

It is a matter of regret that we have not been able to place before you a comprehensive plan for cultural development, due

mainly to the fact that we do not have a clear idea of the programmes in the cultural field which are being operated upon at present in the State sector and the thinking of the State Governments on this subject. However, we have taken some vigorous steps in the matter and we hope to be able to formulate a programme of cultural development very soon. I would welcome your suggestions on this important subject and request your authorisation to formulate plans of cultural development in the next month or two in consultation with the State Governments so that they can be submitted to the Planning Commission in time.

V

I think I have said enough to highlight some of the major programmes we propose to include in the Fifth Plan. I will now turn to the last point that I have to place before you, viz., the unique significance and relevance of this effort.

The progress of education in any country is never a continuous, smooth curve. Ordinarily, it shows a steady upward trend which is broken, at certain happy intervals, by big spurts which result from certain social economic or political factors. This is true of the development of education in our country as well. A major spurt occurred in 1947 when we became independent. We have utilised this occasion to great advantage, no doubt. The expansion of educational facilities achieved during the last 25 years is unprecedented in the earlier educational history of this country, and even during the contemporary educational history of many developed nations. Our achievements in the field of scientific, agricultural, engineering and medical education have been commendable in many ways and we have made an immense headway in research. Even with regard to improvement of standards, we have several bright achievements to our credit, although the overall picture has its own dark side as well.

Educationists in the country have often regretted that the last 25 years could have been used for much better educational development. But what has hurt them most is the deterioration in the overall situation between 1967 and 1971. The war with Pakistan, the successive years of drought, the growing economic difficulties, the slashing of outlays on education in the Fourth Plan, the disruptive forces in political life and the growing discontent, restlessness and violence on the campus, all conspired

to make one feel that we may not easily get an opportunity to bring about a radical restructuring of our educational system in the near future. Unexpectedly, thanks to the dynamic and farsighted leadership of our Prime Minister, Smt. Indira Gandhi, the whole situation has been dramatically changed. The country is once again united, as it probably never was. There is a feeling of national dignity and independence and an air of quiet self-confidence all around. One cannot, therefore, help feeling that here is a rare opportunity to make another big spurt in national development in all sectors, and especially in education. As I have said, such opportunities come only infrequently in the history of a nation. Can we really afford to miss it, I would like to ask? May be, we might allow it to slip between our fingers and get away with it. May be, the Indian child, bright and intelligent as any in the world, but neglected and deprived for centuries on end, may still not lose patience. But I am sure, history will never forgive us if we fail in our duty at this stage.

It is this sense of urgency, this feeling that we have made a second tryst with destiny, that makes me bold enough to commend to you this blueprint of educational development in the fifth Plan, despite the possible charges of ambition or unrealism that might be levelled by some. I cannot escape the feeling that we are face to face with a great occasion in our history. We cannot afford, at this juncture, to think small and to act weakly or falteringly. This is a time for a broad vision, a comprehensive and integrated plan, and vigorous and sustained action. These things are certainly not beyond us, if we can only muster the necessary faith and will.

I believe we can. With all the emphasis at my command, therefore, I would submit that it is both our duty and privilege to rise to the occasion and to measure up to the challenge which now faces education in the country. It is a challenge to all of us in our own diverse ways. The Governments, both at the Centre and in the States, have to have the courage and the conviction to take bold decisions, to raise the resources required, and to implement agreed policies firmly and in a sustained manner. The academic community of teachers and students has even a greater challenge to face. In this twentyfifth year of Independence, they must rededicate themselves to the pursuit of truth and excellence and service of the country. They have not only to set their own house in order, but to create a wave of reform within the educational system which will, sooner rather than later, radiate to all other sectors of society. The Education

Departments have the great responsibility of acting as catalysing agents in the entire process and the people as a whole have to support the movement with all that they can afford.

What little I have seen of the situation during the last year or so, makes me feel that there is not only an increasing awareness of this challenge, but also a growing determination to meet it. It is on the strength of this observation that I hopefully present this blueprint of educational and cultural development in the Five-Year Plan for your consideration.

JAI HIND

ADDRESS

by

PROF. S. CHAKRAVARTI

Member, Planning Commission

After the very comprehensive and beautiful address delivered by Prof. Nurul Hasan, Minister of Education, I do not think I can really say very much because he has, in his address, covered almost all the problems that face education today. He has also tried to examine the various programmes against the background of social transformation that we are seeking to bring about. However, as one who is dealing with allocation of resources to different sectors such as, Education, Power, Fertilizers, etc., it is very necessary for me to say one word by way of caution.

It is true that Education deserves a very high priority. It is also true that the allocations to Education in the Fourth Five-Year Plan were sadly reduced and that we must make our best effort to provide larger allocations. The outlay of Rs. 3,200 crores now proposed is about four-times that in the Fourth Five-Year Plan. It may, therefore, be desirable to work out one or two alternative plans with different financial outlays so that the priorities within priorities emerge more clearly and the appropriate inter-sectoral and intra-sectoral allocations become more evident. I am not in a position to say whether this allocation of Rs. 3,200 crores will or will not become available. All the same, I do feel that it would be extremely worthwhile to work out the detailed implications of one or two alternative allocations. This will enable us to have a better view of the priorities involved and materially improve the quality of planning.

It is also necessary for us to look into the implementation aspect of the problem. Greater care will have to be taken on the implementation side partly because the investments will now be much larger and partly because we should try to get full benefit out of such expanded programmes. In this context,

I believe that emphasis will have now to be laid on multiple-level planning.

I would also like to say that I fully endorse the position that has been put forward by the Ministry of Education that elementary education which has suffered a great deal has to be given its proper share and that we have to take on ourselves the responsibility of making free and compulsory education available to everybody by a certain dateline. This implies, not only a certain commitment of financial resources in advance, but also working out a plan of action within the given time limit. If the objective of universal primary education in the age group 11—14 is to be achieved by 1980-81, you have to put all children into schools in 1973-74 or 1974-75. The time phasing has, therefore, to be looked into very carefully. There are several other aspects of the problem that need careful examination. The first is the question of advance action needed. The second is the reduction of wastage and stagnation. It is a well-known fact that a great deal of our effort is being wasted because large number of children drop out prematurely and relapse into illiteracy. Unless something can be done to reduce the high rates of stagnation and drop-out, a good deal of even the expanded programme will continue to be wasteful. We have to adopt a different strategy when we are proposing to have universal elementary education in a country of such poverty where children are regarded as an asset to earn for their parents. This particular aspect of overwhelming poverty will have to be fully taken into consideration in drawing up the scheme. This programme may not be as easy for children in the age-group 6—11 as for the higher age group of 11—14. This is again a matter of detail which we have to look into. In so far as incentive towards enrolment of girls is concerned, I am afraid it will have to be done on differential basis according to the requirements of different parts of the country. Finally, there is the question of quality improvement. The need for this is generally recognised and it is, therefore, unnecessary for me to comment on it.

If we are thinking of important social transformations on the scale that is visualised here, it is extremely important that the whole community should be mobilised in some way with a view to doing these things. In this reorientation, we should think of all the District and block levels in an integrated manner and the problem of multiple-level planning should receive due attention and emphasis.

Now the Scheme of model schools is one method by which an attempt can be made to improve standards. We have to look into this scheme more carefully and, as Prof. Hasan has pointed, into other schemes also. Let us look into them very carefully. Let us try to find what is the most effective method by which we can raise standards. While we allow quantitative expansion, quality and quantity should be combined in such a way that we can realise our basic objectives of social transformation and economic growth.

Regarding higher education. Prof. Kothari, who is here, is more knowledgeable than me and will be telling us how he feels. We know that quality is going down. We also know that we are not in a position to do anything very much about it. This is a very difficult situation and if I may say so, it is not merely a difficulty of the educational system. It is the difficulty of the social system of which the education system is a part. It is not possible to stop admission to higher education because then we are faced with the problem of what to do with those, who are not allowed admission. Nor is it desirable to allow them to go into higher education when there is hardly any likelihood of our being able to offer them any jobs. Given the private considerations which usually people have in mind, one does not lose very much if he goes in for higher education, especially if he belongs to the relatively well-to-do social groups and especially because university education in this country is very heavily subsidised. In this way, the pressure on the system is building up. Given the system of educational finance that we have adopted, particularly in respect of higher education which is subsidised in favour of the relatively more affluent sections of the society, I am afraid we are building up a degree of inequality in the process of income distribution itself. On the other hand, a proposal to stop enrolments to higher education is going to face immense social and political pressure and that is something which we are not prepared to face, although there is a strong case for it. Let us try to find a way out of the difficulty. What I am saying is that we have to think of an integrated method, wherein quality of higher education is preserved less a definite edge is given in favour of those who are relatively less well-to-do. In this context, the problem of expanded scheme of scholarships has been thought of. Let us look into the Scheme of Scholarships in depth. At the moment, I have the impression that the Scholarships Programme is a very small experiment and has a small coverage. It is also not possible, on the basis of scholarships offered, for a person to maintain himself. If he is really poor and not in a position to get finance from anywhere

else, this is only a recognition of merit and he does not get over the financial difficulty. Let us look into the Scheme of Scholarships and make it broad-based and so constituted that this really works in terms of allowing the people, who are otherwise fit for university education, to complete it. The whole system of higher education is connected with everything in our national life. I would, therefore, very strongly request this group to tell us what could be a possible way out of these difficulties, especially because I feel that we are not likely to gain very much by postponing their resolution any further. However, any solution that we attempt has to take into account the constitutional directive regarding elementary education. It should be our goal to achieve the target in this respect as early as possible. The rate and pattern at which we decide to step up expenditure on higher education, should be determined after the first charge on elementary education is met by the community. Even otherwise we should not attempt too many things at the same time in the sphere of higher education. Let us identify the core programmes and work out effective modes of implementation for these programmes. After all, planning implies assignment of priorities.

I do plead that you give your utmost thought to the question of inter-sectoral priorities so that the total financial outlay and pattern of distribution can be decided upon in a rational manner.

ADDRESS

by

SHRI I. K. GUJRAL

**Minister of State for Information
and Broadcasting**

I am grateful to you for this opportunity to share thinking on some vital issues concerning education and the role of media of mass communication.

Education poses one of the greatest challenges to the nation's ingenuity as it completes 25 years of Independence. That is so because education is a vital factor in national transformation, which is the main goal of our social, political and economic endeavours. It ranges much wider than the conventional school education or educating selected groups for various tasks. Indeed, it comprehends the whole gamut of contemporary life touching it at many sensitive points.

Education planners and all those interested in changing the face of India and giving a richer content to our Independence in terms of greatest individual satisfaction through a variety of opportunities and greater collective fulfilment to society at large, are being called upon to meet this challenge.

It is a sad thought that the fundamental commitment in our Constitution with regard to education for all will not be met in a great many States before 1980 and in some States, the goal might have to be deferred until the 21st century.

The 1971 census brought the disturbing realisation that the growth rate of literacy in the country was lower than at the time of our undertaking the functional literacy programme. The level of illiteracy was revealed to be around 29 per cent as against 24 per cent. The more distressing aspect of this reality is that illiteracy is higher in the rural areas and in the female

population and these are the two sectors where the need of quick transformation is greater.

Educationists have pointed out that the reason for this unhappy phenomenon is that population is still growing at a fast pace beyond the capacity of physical resources. Sociologists have emphasised the decline of motivation as the chief cause of the failure. Both explanations are valid. But that does not change the nature or gravity of the problem.

Of similar concern is the problem of creating more and more schools but without affecting the quality of teaching. An analysis of this crisis which has assumed serious proportions in spite of the massive effort put in by the Government indicates that if the time-lag of centuries has to be bridged, we shall have to press into service new technology, namely, the electronic media which are capable of reaching large masses—a sign of hope in our struggle against ignorance and poverty.

Experience of the last three decades around the world suggests that radio and television could strengthen the hands of educational planners. Internationally famous communication experts like Wilbur Schramm have been able to state on the basis of research and evaluation of several pilot projects undertaken in different countries and societies that television is a powerful device not only to make the learning process one of joy but also enable educationists to evolve entirely new instructional techniques. In the far-flung territory of Samoa, for instance, conventional education was entirely replaced by teaching through the medium of television. In Japan, several experiments were conducted in the field of science-teaching and teaching of new mathematics. In India too, the Delhi experiment has yielded valuable insight into various classical problems faced by the teacher. Taken together, we have in our possession a wide body of research and experience on the basis of which we can prepare a national plan for the use of television in school education. Based on tried models, Indian talent could develop techniques specially suited to our own condition.

Before we try to spell out the broad features of the pattern of possibilities, it would be useful to cast a glance at what obtains at present and to assess how far we have succeeded.

In India, we have today a country-wide broadcasting network consisting of 69 stations, covering 66 per cent of area of

the country and 78 per cent of its population. Radio has played a remarkable role in the dissemination of information and in the emergence of a truly national culture in the domain of entertainment arts. The medium of broadcasting has been used to give massive support to India's great endeavour of modernisation of its agriculture. Our Radio Rural Forum project has been acknowledged to be an effective model for other countries in the world. We have lately used the airwaves to bring the various national languages closer. Yuva Vani—a wave length exclusively manned by youth has provided a stimulating forum to the youth adding the missing dimension in our national broadcasting. Greater sensitivity to national and international issues has brought a heightened awareness and involvement. Indeed, several interesting possibilities have been explored and many a new vistas have become visible.

It is, however, a thought provoking brain teaser that only a very small percentage of the 1.2 crores licenced radio receivers in the country is located in the rural areas. Although 27 stations of AIR are putting out school broadcasts regularly, there are only 20,000 schools equipped with sets and only 16,000 are actually using school broadcasts. An insignificant number of schools have projecting facilities with the result that even the far from adequate film-resource material, which is available and in circulation, cannot be put to effective use. We have been using film as a teaching aid but nothing significant has been done to develop and establish 16 mm technology with the result that we are still behind the goal of self-reliance in 16 mm educational and entertainment for class-room and T.V. films. We have been using other audiovisual aids and devices for a variety of purposes, but we are still far short of teachers trained in the media-use.

This situation calls for a fresh critical appraisal and a close and sustained coordination between media planners and educational planners so that the range of educational activity with the help of media can be widened and the quality of education at all levels improved.

With increasing rural prosperity as a result of the mammoth effort of national development, the dark spots in the rural areas are bound to be lit up fairly soon. Radio and TV are soon going to play a valuable role in this social transformation. It is appropriate to mention that our national TV design has kept in sharp focus the need of reaching both the rural and the urban audiences. Even during the first phase of development when, after

Delhi, there will be TV centres at Bombay, Srinagar, Calcutta, Lucknow and Madras, there will be large surrounding rural areas which will receive TV programmes. The ambitious satellite communication experiment project also aims at reaching out to the rural community spread over the length and breadth of India. TV content has also been varied and oriented towards maximum utilisation for educational purposes. But the problem of meeting the highly varied need of different audiences with imagination still remains.

Now that we are engaged in preparing the Fifth Plan, we must scan the full range of possibilities, fix relative priorities and initiate programmes in all relevant areas like improvement in the quality of instruction, meeting the challenge of expanding need of general education as well as education in specific subject; improving the quality of teachers; reducing the number of drop-outs by making education more interesting; filling the gaps in the curricula and establishing a creative partnership between the less trained teacher in the class-room and the expert teacher on the screen; etc. The central aim should be to use the dynamic medium of TV for instilling new life in the entire educational system through an integral nexus between TV instruction and the school syllabus and the time-table.

I have been pleased to learn in this connection that an Educational Technology Centre is being set up in Delhi to deal with the development of curriculum, preparation of basic scripts of films, radio and TV lessons, preparation of graphics and production of 16 mm films. We should ensure a continuous feedback from the communicators and the educators to the centre to that modes and techniques best suited to the needs of children and adult students in the urban and rural areas are evolved.

The Open University which has been attracting considerable attention all over, particularly during the International Education Year, appears to provide an excellent opportunity for making university education available, particularly in the field of humanities, social sciences, general science, etc. to the widest cross-section of the Indian people, who have not had an opportunity to be at a campus. Many intelligent persons who are employed and are, therefore, unable to undergo full time instruction have derived considerable benefit from the correspondence courses started by the Delhi University which have been duly backed up by AIR's broadcast lectures. It is high time that this instructional experiment, which is quite different from those in

vogue in universities of the traditional pattern built around the printed words, is carefully assessed. In due course, this experiment could be further expanded, learning from actual experience. The Open University experiment has tremendous sociological significance in the context of the nation's progress towards a classless society of fair opportunity for all.

You are no doubt aware of the success achieved by closed circuit radio and TV systems in the Universities of the USA, the USSR and Japan, particularly to supplement the teaching of science and technology. In England, too, quite a few universities have been using closed circuit TV with remarkable success. In Australia radio and TV are combined with seminars and laboratory work at the university using radio and TV transmission as well as closed circuit internal networks. The I.I.T., Kanpur, I understand, has been using closed circuit TV as well. With increased emphasis on bringing about improvements in the teaching of science and technology in institutes of higher learning, the use of media could be exploited in full.

Media are potent instruments for bringing about social change. After the initial euphoria, the world has critically assessed the true nature of the impact caused by media in relation to change. Communications is no magic which can transform situations at will. Media only reinforce the effect and help establish a relationship of empathy and participation between the concerned people and, therefore, facilitate the adoption of innovations. Our own experience indicates the power of interpersonal communication as much as that of the mass communication media. While harnessing the use of mass communication media for education, we could evolve an integrated system so that the impact of knowledge, disseminated through radio and TV or film, is enhanced and reinforced by the personality of the teacher.

The role of media in stimulating group concern and in arousing a national consciousness of issues cannot be over-emphasised. I would like to refer to the deliberations of this conference two years ago. In more than one resolution, we had expressed abhorrence at the emergence of the cult of violence which had posed a grave threat to democracy and indeed to our national security. The conference had also reacted in distress to the growing incidence of youth unrest. As all of us know, these problems are not exclusive to India or even to the developing world. But their impact is far more deleterious on a nascent developing nation.

Although the nation woke up to the threat posed by the cult of violence and re-asserted its determination to create conditions of peace and stability necessary for growth and development, there is still need to continue the effort so that the main-springs of national motivation are immunised against any future mischief.

It is my belief that communication media interwoven into the system of mass education could greatly assist in resolving conflicts and tensions, which are generally the root cause of sudden eruptions, as well as help inculcate an overriding sense of national responsibility, which alone could prove to be an effective safeguard against erratic and destructive tendencies. In this connection, I would like to recall the Prime Minister's observation that "seeds of the new man must be laid in the child's mind" for it is there where prejudices remain embedded till they sprout growth under the impact of various influences in future years. School textbooks as well as supportive media input, must reflect this philosophy. Indeed all activities concerned with education of the child and the fashioning of his personality should be inspired by the fundamental loyalty to the concept of national integration.

The voice of mass communication has become loud and pervasive and indeed the entire people are exposed to their powerful influence in one way or the other. It is high time that a national policy on media use especially in the field of education in the broadcast sense, should be evolved. This policy could be the mother of a variety of programmes in the field of mass literacy, curriculum development, teacher's training, social education, etc. which are urgently required to fulfil our trust with the future.

To conclude, I would like to say that the basic commitment of a free society is to man, who should be at the centre of all national plans. Let the challenge of education be met by mobilising the full value and impact of the media of mass communication so that education widens the vistas of opportunity for the common man and helps consolidate the foundations of Indian polity and ethos.

VOTE OF THANKS

by

DR. MALCOLM S. ADISESHIAH

On behalf of the Central Advisory Board of Education I thank you, Mr. Chairman, on four accounts. The first set of thanks are due for convening this meeting at so opportune a time and for giving us an opportunity to express our views on the significant problem of educational development. At this moment in our history, we are facing a crisis in education, of which two obvious symptoms are mass malpractices in examinations and educated unemployment which has grown to menacing proportions. One of our colleagues has circulated a letter reminding all of us that the very survival of education is in question and that is what we are dealing with in this meeting. To all of us in the country who are anxious to play our part in the struggle to reconstruct our educational system—legislators, teachers, parents, public men—you have given an invaluable lead and shown a ray of hope. My second set of thanks is due for the valuable ideas and programmes you have enunciated. You propose to offer education to those who have had no education, drop outs or illiterates living below the poverty line; you have emphasized the use of mass media; you have laid emphasis on transformation of the educational system, an improvement of standards at all stages, and especially in secondary and higher education, and on fulfilling the constitutional directive. My third set of thanks is for the excellent documentation supplied. You call it a blueprint, its colour is blue and it is full of faith and hope. It provides us with the first baseline guidance, although I agree with Prof. Chakravarty that, in view of the severe constraint on resources, we shall still have to think of priorities within priorities. Finally, Mr. Chairman, I thank you for placing before us a blueprint for culture also whose significance has tended to be ignored in the past.

I also thank, Mr. Chairman, on behalf of the Board and myself, our two distinguished guests here—Shri Inder Gujral and Prof. S. Chakravarty—for their valuable addresses and guidance which will enrich our educational programmes and help to make them realistic and practical.

One last word, Mr. Chairman, I feel extremely grateful to you for bringing a sense of urgency to these discussions and for the warning that history will never forgive us if we fail in our duty at this juncture. I assure you, Mr. Chairman, that we share this concern of yours and shall do our best to assist you in remoulding our educational system.

CENTRAL ADVISORY BOARD OF EDUCATION
RESOLUTIONS ADOPTED BY THE BOARD

Thirty-Sixth Meeting New Delhi, 18-19 September 1972

RESOLUTIONS

General Strategy of Development

The Board is of the view that a major effort in educational development is immediately needed, especially as the socio-political situation in the country is favourable to it. The Board, therefore, recommends that a comprehensive, integrated and large-scale programme of educational development should be included in the Fifth Five-Year Plan and that the necessary advance action for it should be initiated immediately and accelerated in 1973-74. The funds for such advance action should be provided by the Centre.

The Board broadly approves of the proposals contained in the Working Paper on Educational Development in the Fifth Five-Year Plan (1974-79)*. The Board now recommends that, on the basis of the guidelines contained in the Working Paper and the discussions and decisions at this meeting, the Centre, States and Union Territories should formulate proposals for educational development in the Fifth Plan by December, 1972. While formulating these proposals, the existing Plan and non-Plan expenditure on education should be carefully examined with a view to ascertaining possible re-deployment. The Ministry of Education and Social Welfare should then, on the basis of the Plans for States and Union Territories, formulate an overall National Plan and submit it to the Planning Commission. The Ministry and the States should also work out, as suggested by the Member, Planning Commission, one or two alternative strategies of development so that the priorities within priorities become manifest. The Board also requests the Chairman to constitute a Standing Committee which will assist him in the formulation of the Fifth Five-Year Plan, in the development of alternative strategies and defining priorities within priorities and in the discussions to be held with the Planning Commission.

*Appendix I

Universal and Free Primary and Middle-School Education

The Board recommends that universal and free primary education should be provided for all children (age-group 6—11) as soon as possible, in every State and Union Territory and preferably by 1975-76. If, owing to heavy backlog in development, this time-limit proves unattainable in any State, it may plan for the realization of this goal a little later. But under any circumstances, the programme should be completed by all States and Union Territories by the end of the Fifth Plan. In regard to the children in the age-group 11—14, every effort should be made to bring them all under education, either on a full-time or on a part-time basis, by 1980-81.

The Board recommends that an Expert Committee may be set up by the Planning Commission which, after holding discussions with the different States, may report on—

(a) the time schedule for universalisation of free primary education up to the age of 14 to be adopted by each State;

(b) the best and the most economical method of achieving the objective in (a) above;

(c) the cost estimates for the same;

(d) the resources to be made available for the purpose by the State Government; and

(e) the contribution to be made by the Central Government towards the above programme.

On the basis of the above Report of the Expert Committee, the total plan outlay for universalisation of free primary education could be determined and this should be treated as the first charge on the national plan before the plan funds are allocated between the Centre and the States.

In the opinion of the Board, three major changes are necessary in the existing system of primary and middle school education :

(i) making multiple entry possible at 6 + 11 + and 14 + ;

(ii) adopting a large programme of part-time education to cover all children who have to work and cannot attend on a full-time basis;

- (iii) by utilising the services of national service volunteers, retired teachers, educated and skilled persons in the community, on a full-time or part-time basis; and
- (iv) full use of mass media.

The Board recommends that the programme should not be understood to mean expansion of facilities only. Qualitative improvement of education is equally important and should be emphasised.

Having regard to the massive size of the programme, both in expansion and improvement of quality, the Board is of the view that there is need for considerable strengthening of the administrative and organisational arrangements at the State and District levels. The same is also needed at the Central level. The responsibility for primary education should be vested in a sufficiently senior and experienced additional Director of Primary Education with the requisite supporting staff. He should be exclusively in charge of primary education and should not be saddled with other responsibilities.

In the opinion of the Board, the advance action for this programme should include (a) expansion of facilities for the age-group 6—11 and 11—14; (b) organisation of part-time education on a commensurate scale to gain experience and to orient teachers, inspecting officers and the public; (c) strengthening of the administrative machinery; and (d) adopting special measures for enrolment of girls and of children from the scheduled castes, scheduled tribes and other weaker sections of the community.

Special Programmes

The Board recommends that the programmes proposed for the improvement of: (i) content of education and curriculum; (ii) maintenance of a proper teacher—student ratio; (iii) improvement of teaching methods; (iv) text-books and other teaching and learning materials; (v) system of examinations; (vi) improvement of supervision and (vii) introduction of work-experience and vocationalization should be developed on a priority basis.

The fullest use should be made of mass media and modern educational technology in this programme. The Ministry of Education and Social Welfare, in collaboration with the Ministry of Information and Broadcasting, should set up an Expert Group on this subject and make its findings available at an early date.

Improvement of Standards

The Board approved of the strategy proposed in the Working Paper for improvement of standards, viz., the establishment of model schools as pace-setting institutions, the upgrading of at least 10 per cent of the schools to optimum levels and the raising of all other schools to certain minimum standards. The details of these schemes should be worked out by the Ministry of Education and Social Welfare in consultation with the State Governments.

Elasticity and Dynamism

The Board recommends that every effort should be made to make the education system elastic and dynamic and to encourage initiative and experimentation on the part of schools and teachers. In particular, it is necessary to introduce schemes, both in the Central and State Plans, under which financial assistance will be made available to schools and colleges and teachers for experimentation and innovations. A suitable machinery for the administration of these schemes will have to be devised.

Pre-School Development

The Board approves of the following proposals regarding the development of a programme for the pre-school child—

(a) The programme should have an integrated approach covering education (which will be activity — centred but will not include formal teaching of language and numbers, health (including immunization), nutrition and welfare;

(b) The programme should be developed through a variety of operational models suited to differing needs, circumstances and resources in different parts of the country;

(c) Full use should be made of local workers, local materials and equipment and the local community should be fully involved in the programme;

(d) A great emphasis should be laid on the training of workers and provision of adequate supervision; and

(e) As different aspects of the programme are being, implemented by a variety of agencies, effective co-ordination between them should be developed at the national, State and local levels.

The Board recommends that, to develop the programme on proper lines as well as to take the necessary advance action for the purpose, a high level Committee or Board dealing with the programmes for the pre-school child may be set up in each State/Union Territory. In the larger interest of the programme, and in order to give it a prestige it urgently needs, the Board requests the Chief Ministers to agree to be the Chairmen of such Committees or Boards. A special officer should also be appointed immediately to plan, implement and co-ordinate the programmes of pre-school development.

In view of the paucity of resources, the Board recommends that the programme should primarily cover the children from the most deprived sections of the society, i.e., children from urban slums, tribal areas and the rural poor, including the scheduled castes and landless agricultural labourers.

The Board recommends that the following advance action should be taken for this programme:

(a) The training of teachers and supervisors should be taken up in the next two years. The responsibility for this programme and its financing devolves on the Central Government; and

(b) The appointment of special officers for the planning and implementation of the pre-school programme should also be taken up immediately with appropriate financial assistance from the Central Government.

Secondary Education

The Board reiterates its earlier recommendation made in the 34th meeting that it is desirable to adopt a uniform pattern of education, viz., 10+2+3, in all parts of the country. It notes with satisfaction that three States have implemented the programme and recommends that it should be implemented in all parts of the country by the end of the Fifth Plan. The Ministry

of Education and Social Welfare Should take up this matter with the State Governments and the University Grants Commission for working out the details.

In the opinion of the Board, vocationalisation of the secondary stage is an essential and urgent reform. The programmes to be prepared for this purpose will have to be based upon detailed manpower estimates formulated on the basis of district surveys. They will also involve the use of the latest educational technology and the latest teaching methods in vocational training. The Board requests the Chairman to set up a group of experts to work out the detailed proposals for vocationalisation of the secondary stage, suitable for different conditions and to make them available to the State Governments for necessary action. The programmes will have to be developed in close collaboration between the Ministries of Education, Health, Labour, Agriculture, Industrial Development, etc. and suitable co-ordinating machinery for this purpose will have to be created at the Centre, State and District levels.

Higher Education

The Board emphasizes the need for improvement of standards, professional preparation of teachers, improvement of curricula and examination reform, and development of national service programmes to make higher education relevant and meaningful to the youth and national needs. It also emphasizes the improvement of colleges (including the programme of creating autonomous colleges), the development of post-graduate education and the promotion of research. It also stresses the need to extend higher education to neglected areas and to deprived sections of the community and to expand and develop channels of informal education, part-time education and correspondence courses.

The Board emphasizes the crucial importance of relating education and productivity and recommends that experimental projects be organised in selected educational institutions by the University Grants Commission in co-operation with industries. A National Committee may be set up to plan the development of the programme. The Board also emphasizes the need to develop a close co-ordination between educational institutions and industrial, commercial and agricultural enterprises and recommends that the services of persons engaged in industry, commerce, agriculture and other productive activities be utilized in

university teaching. A Committee should be set up by the UGC to plan this programme.

The Board was happy to learn that a proposal to earmark one per cent of GNP for expenditure on Research and Development is now under the consideration of Government. It desires to highlight the fact that, in spite of a chronic shortage of funds for research, the universities have made a sizeable contribution to scientific research in the country and that they are now well prepared to undertake basic research as a component of R & D, which is likely to play an important part in bringing about national self-reliance. It, therefore, recommends that, in accordance with the generally accepted norms, at least 20 per cent of the R & D expenditure should be reserved for basic research in the universities.

The Board recommends that educational research should receive high priority.

The Board recommends that, in the light of the broad recommendations made above, the plan for higher education should be drawn up in consultation with UGC/Universities.

Student Unrest

The Central Advisory Board of Education is aware of the widespread discontent and frustration permeating the student and teacher community of the country and the unavoidable need to study the entire problem in depth, and to suggest ways and means to enable them to take full advantages of the educational opportunities and equip themselves to play their proper role in building a new Nation. It therefore resolves to set up a Committee, to be appointed by the Chairman, to go into this matter and submit its report in four months.

National Scholarships Scheme

The Board emphasizes the need to examine the existing system of scholarships at all stages and to evolve a national scholarships policy which is properly oriented to recognize and promote merit, to meet the manpower needs of the nation and do justice to the talented children from the economically and socially underprivileged sections of the society. The Board requests the Chairman to appoint a special Study Group to examine the problem in all its aspects and to submit its report within four

20 M. of ESW/72—4

months. The report should be circulated to all State Governments.

Education of Deprived Sections

The Board recommends that the programmes for the spread of education among the Scheduled Castes and Scheduled Tribes should be continued and expanded in the Fifth Plan. In addition, it would be desirable to initiate a programme for the spread of education among the most deprived sections of the community also. While it was recognised that the present merit-cum-means criteria governing the award of scholarships should continue, economic backwardness should receive increasing attention.

Nehru Yuvak Kendras and Youth Services

The Board welcomes the establishment of the Nehru Yuvak Kendras. It approves of the proposals to link their functioning with the model and upgraded schools and ultimately with the educational system as a whole.

Adult Literacy

The Board welcomes the following proposals which emphasise the programme of literacy :

- (1) Liquidation of illiteracy in the age-group 15—25;
- (2) Linking of literacy programmes with employment programmes ; and
- (3) The development of a literacy programme amongst adults through voluntary services, especially by college students.

The Board is, however, of the view that a more massive programme for the removal of illiteracy should be launched and that a substantial allocation should be made for the purpose.

Education of Girls

The Board recommends that programmes for the education of girls should receive emphasis at all stages and especially in the universalisation of primary education, liquidation of adult illiteracy and vocational education. It recommends further that adequate allocations should be made for the education of girls in all sectors.

Informal Education

The Board authorises the Chairman to finalise the proposals in respect of informal education in the light of the recommendations of the Committee which has been constituted.

Problems of Hill Areas

The Board authorises the Chairman to finalise the proposals in respect of hill areas in the light of the recommendations of the Committee which has been constituted.

Educational Administration

The Board recommends that the strengthening of educational administration at all levels should be regarded as a priority programme. The concept of administration, as visualised by the Board, includes, not only financial and personnel administration but also full responsibility of planning and academic work such as curricula, text-books, improvement of the status of teachers, adoption of new teaching methods, examination reform, etc.

The Board recommends that the system of multiple level planning and administration—district, block and institutional—should be introduced.

The Board welcomes the establishment of the National Staff College for Educational Planners and Administrators and recommends that full use thereof should be made by the State Governments and Union Territory Administrations.

The Board recommends that an immediate study should be made in each State regarding the existing situation in educational administration including staff, procedures, delegation of functions and powers, etc. This can be undertaken by a full-time officer of the State Government with financial assistance and guidance from the National Staff College for Educational Planners and Administrators. On the basis of this study, funds should be made available to the States for clearing up the backlog by 1973-74 and for equipping their educational administration for the plan obligations.

The Board recommends that the administrative staff required for developmental programmes should always be included in and sanctioned as a part of the Plan Schemes.

The advance action for the development of educational administration should include : (a) the establishment of Bureaux of Statistics and Information at the Centre and in each State; (b) the strengthening of the State Institutes of Education and State Institutes of Science Education, especially for teacher training programmes; (c) the strengthening of the administrative and supervisory machinery; and (d) establishment of the National Council of Teacher Education and State Boards of Teacher Education.

The Board recommends that, for purposes of co-ordination and effective development of programmes, it would be essential to have one Secretary at the State level who will look after the programmes of education and culture. It will be desirable also to have him in charge of Social Welfare programmes. Similar coordination will be necessary at the district level also.

Cultural Development

The Board welcomes the proposal to formulate a separate Plan for programmes of cultural development. It authorizes the Chairman to take steps for the formulation of a detailed Plan on the broad lines recommended by the Conference of Education Secretaries.

Academic Awards

The Chairman recommends that the Chairman should constitute a Committee to consider the proposal for the constitution of State Councils of Academic Awards and place its report before the next meeting.

Reza Shah Pahlevi Prize

The Board congratulates the Governments of Maharashtra on the development of the Gram Shikshan Mohim to which Unesco has awarded the Reza Shah Pahlevi Prize for the eradication of illiteracy.

General

The Board places on record its keen appreciation of the services rendered by out-going members and particularly by Prof. V. K. R. V. Rao and Shri Siddhartha Shankar Ray. It also welcomes the new members.

It was decided that the next meeting of the Board may be held early in 1973.

REPORTS OF THE COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION

I

REPORT OF THE CABE COMMITTEE ON MODEL SCHOOLS AND IMPROVEMENT OF STANDARDS

The Committee on Model Schools and Improvement of Standards considered the Working Paper and particularly Section II : Transformation of the Educational System and Section III : Improvement of Standards. It also examined the scheme of Model Schools prepared by the Ministry of Education and Social Welfare.

The Committee makes the following recommendations :

(1) The scheme of Model Schools should be adopted as an important method of improving standards. A copy of the scheme as approved by the Committee is given in the Appendix.

(2) As recommended in the Working Paper, about 10 per cent of the primary, middle and secondary schools should be upgraded to optimum levels. No private schools should be included in this programme.

(3) As suggested in the Working Paper, an attempt should be made to improve every other school also to certain minimum standards, partly through guidance and State grants and partly through local community support.

(4) The Committee approves the proposals made in the Working Paper for change in the content of education and curriculum reform. The Ministry of Education and Social Welfare should prepare model curricula for classes I—XII and make them available to State Governments by December, 1972, for adoption. These curricula should be adopted by the model schools. They may also be commended for adoption in the upgraded and other schools. Necessary changes to suit local conditions and needs, however, could be made. An attempt should be made to introduce the new curriculum (with new text books prepared) in the first year of the Fifth Five-Year Plan.

(5) The Ministry of Education and Social Welfare should prepare guidelines for improvement in teaching and examination reform and make them available to State Governments.

(6) The Ministry of Education and Social Welfare should set up a Study Group, in collaboration with the Ministry of Information and Broadcasting, for making the maximum use possible of mass media and modern educational technology in improving standards. The Report of this Group should be made available to the State Governments as soon as possible.

APPENDIX

Scheme for the setting up of the Model Schools

Origin of the Scheme

1. The Education Commission headed by Dr. Kothari recommended establishment of quality schools with a view to raising standards in education. At the secondary stage, the target suggested was to have one secondary school in each Community Development Block (para 10.31). Due to shortage of resources, this recommendation has not been implemented at any stage.

2. Recently, there has been a suggestion for the establishment of adequate number of model primary schools and one model secondary school in each district. The matter has been examined in the Ministry in consultation with the NCERT and the Commissioner, Central Schools Organisation, and a tentative scheme was prepared. The scheme was discussed at a meeting of the Education Secretaries/Directors of Education of the States and Union Territories held on the 4th and 5th May, 1972. The scheme was modified in the light of the suggestions made at the Conference.

Scope of the Scheme

3. The model schools, both primary and secondary, will cater to talented children as well as children from the deprived sections of the Community. The secondary schools will be developed on the lines of the comprehensive schools of the United Kingdom. In addition, these schools will have a large programme of part-time education, out-of-school education, continuing education and extension work which will cover the entire school and non-school population.

4. The model primary schools will be used as a Centre for several educational and community activities.

5. Pre-school education may be imparted either through a Balwadi or nursery school attached to the model primary school. Such a centre can also be used as a nutrition centre and creche for pre-school children. A child health centre may also be operated as part of the pre-school educational activities.

6. The Science laboratory of the school supplemented by a science museum will be utilised to carry the message of science to the schools and adult population of the block. A mobile van will be attached to the museum.

7. The school will also be a centre for promoting educational technology and modern teaching practices for the benefit of teachers from the surrounding primary schools.

8. It will also be used for promoting population education, national integration and proper social values.

9. It is expected that the playground attached to the school will be available for rural sports activities. Scouting, Science Clubs and similar activities in the block will be centred in the model school.

10. The school will also cater to continuing education. For this purpose, a library will be attached to the school which will have facilities to supply books to the population in the block.

11. The Campus will also act as a community centre, cultural centre and a social service centre.

12. A production centre will be attached to the school which will be used both for normal school activities and for continuing education.

13. A youth centre, the branch of Nehru Yuvak Kendras at block level, will also be attached to the school to promote youth and physical culture activities in the block.

14. The different activities proposed for the model school are indicated in schematic form at the end.

Primary Schools

15. Primary schools with classes I to V will be set up in each Community Development Block. Each class will contain

about 30 students per section. To start with, there will be 2 sections per class. There will be provision for hostel accommodation for 50 per cent of the total strength of the school. No tuition fees will be charged from any student. 25 per cent of the students will receive completely free education which will include free board and lodging, free uniform, reading materials and travel charges to and from the students' residence twice a year. The students selected for these concessions should belong to the most deprived sections of the community in the block. These students will also receive textbooks issued free from textbook banks established in the schools. Another 25 per cent of the students will get all the facilities mentioned above except free board and lodging. Such of the students belonging to the deprived sections of the community, who do not wish to reside in the hostels, may be provided transport charges to enable them to attend the schools as day scholars. They will get other concessions meant for scholars belonging to the most deprived sections of the community.

16. The total enrolment of the school will ultimately be 500.

17. **Admissions :** The school will be co-educational. Admission will be open to the residents of the block unless there are vacancies after satisfying local needs. However, till such time as a school is established for each block, admission will be open to adjoining blocks also. Admission will be based on selection tests, including a talent test and means test. The National Council of Educational Research and Training will develop a suitable procedure for evaluation for selecting the candidates. The validity of the selection procedure will be tested continuously by suitable follow up studies by the NCERT.

18. **Curriculum :** The curriculum to be followed in these schools will be based on primary school curriculum to be developed by the NCERT. Till such time a curriculum is developed and approved, the curriculum followed in the Central Schools with suitable modifications will be followed.

19. **Medium of Instruction :** The medium of instruction will be the mothertongue. As regards teaching of language, the policy in the respective States would be followed.

20. **Staff :** The schools will be headed by a Principal on a scale of pay equal to that of a trained post-graduate teacher. At least 50 per cent of the teachers will be trained graduates. Others

may be trained S. S. L. C. or similar categories. At least one lady teacher will be posted in the school. The staff will be paid the State scales of pay or Central scales of pay, whichever is higher.

Secondary Schools

21. Secondary schools with classes VI to XII will be established in each district. The total strength of a school ultimately will be 2,000. The seven classes will have four sections each to start with and each section will have 30 students. Facilities will be provided for hostel accommodation to 50 per cent of the students; 25 per cent of the students will have full scholarships which will include free board and lodging, free uniform, reading materials and travel charges to and from student's residence twice a year. These will be from the most deprived sections of the population in the block/district. Textbooks will also be issued free from the school's textbooks bank to these students. Another 25 per cent of the students will receive free studentships which will enable them to obtain free education, though they will have to pay for board and lodging. 50 per cent of students will pay tuition fees of Rs. 100 per year.

22. **Admissions :** Admission will be open to residents of the district. Any spare capacity will be used for giving admission to students from outside the district.

23. **Curriculum :** A special curriculum to give comprehensive education with accent on production and social services will be followed. The school will provide general education up to 10th standard. In classes XI and XII, there will be different streams, with adequate arrangements for transferability of credits. The school will have an attached production centre which will produce articles useful to the population in the district.

24. **Medium of Instruction :** Medium of instruction will be State language. As regards teaching of languages, the policy of the respective State will be followed. There will be provision for teaching additional languages, including classical languages and modern world languages and where feasible, other modern Indian languages.

25. **Staff :** Staff will, as far as possible, be post-graduate trained teachers.

26. **Other Programmes :** The model secondary schools will be utilised for teacher training, adult literacy, out-of-school education, continuing education and for carrying the message of science to the surrounding population.

27. It is proposed to attach a science museum and a mobile science laboratory to each school.

28. A youth centre and cultural museum will also be attached to the school.

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

30. There will be one Vice-Principal exclusively in charge of out-of-school education and another exclusively in charge of Youth activities and National Service Scheme.

Administration

31. The Model Schools should be run by an autonomous organization which will have three main organs:

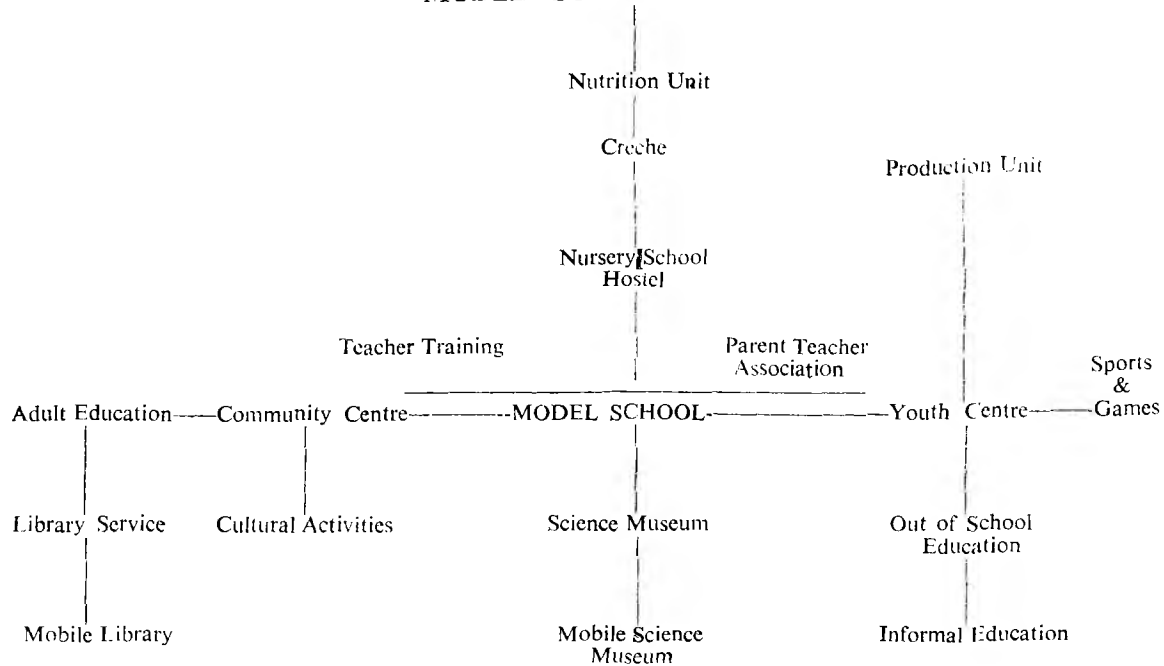
(1) **National Council :** This will be responsible for overall co-ordination and will lay down broad general policy. The Union Education Minister will be the Chairman. All State Education Ministers and some educationists nominated by the Central Government will be the Members.

(2) **State Management Committees :** The administrative control of the schools in each State shall vest in the State Management Committee of which the State Education Minister will be the Chairman and the Director of Education the Member-Secretary.

(3) **Local Advisory Committees :** Each Model School will have a local Advisory Committee constituted by the State Management Committee concerned.

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

MODEL SCHOOL COMPLEX



II

Report of the Meeting of the Committee on Educational Structure and Vocationalisation, held on 10th September, 1972, at 11.30 A.M. in New Delhi.

The following were present:

1. Chief Minister of U.P.—*Chairman*.
2. Union Minister of Education.
3. Smt. Aisha Begum, Deputy Minister of Education, Gujarat.
4. Shri I.D.N. Sahi.
5. Prof. M.V. Mathur.
6. Prof. V. V. John.
7. Dr. P. D. Shukla.
8. Shri Jacob Cherian (representing Kerala Education Minister).
9. Shri Pradhan, Joint Director of Education, Gujarat.
10. Shri J. P. Naik.
11. Dr. S. M. S. Chari, *Member — Secretary*.

The Education Minister, Haryana and the Education Minister of Maharashtra State could not attend the meeting.

2. The Union Education Minister, while welcoming the Chief Minister of Uttar Pradesh and the other members of the Committee, referred to the main issue relating to adoption of a common pattern of school and college classes as recommended by the Education Commission and accepted as part of the National Policy on Education. The question to be considered was in what manner the structural changes are to be implemented. Whether the two years of higher secondary stage should be located in schools or colleges is a matter to be considered by the different States. The Education Minister invited the views of the members of the Committee.

3. The Chairman pointed out that there should be uniformity, not only in respect of the pattern of education, but also in respect of the type of education to be provided in the schools all over the country. In the absence of such a uniform pattern,

students migrating from one State to another are put to considerable hardship. He referred to the pattern in Uttar Pradesh which has been in existence since a long time, viz., 10+2+2. Any change that is to be made in the existing pattern would present a number of problems, both administrative and financial, besides resistance from the parents as well as general public. He was of the view that secondary education should be made complete in itself by improving its quality and also raising the standard of education. At present the B.A. degree holder is not generally found in any way better than students passing Intermediate Examination in terms of the knowledge and experience gained. For a majority of the common people, secondary education is the most important stage of education. It should, therefore, be made as self-contained as possible.

4. The Chairman further pointed out that while it is necessary to keep the secondary education of 12 years' duration, the question of increasing the Degree course from two to three years would, no doubt, present many practical difficulties. This, therefore, requires to be carefully considered before any further step is taken in this direction.

5. The Union Education Minister referred to the present unsatisfactory condition of the two-year degree colleges in Uttar Pradesh. Both the quality of teachers as well as the standard of education given is poor and with a view to raising the general standard, it is desirable to increase the duration of the degree course from two to three years. It was observed that all the States, except U.P. and the University of Bombay, had adopted the three-year degree course. The Education Minister agreed that this is no doubt a matter which requires to be examined carefully in consultation with the Vice-Chancellors of Universities. However, if the C.A.B.E could make a general recommendation to this effect, it would become less difficult for the State Governments to take the appropriate decisions and action. He also agreed that the changeover, where agreed upon, would necessarily take some time, but the endeavour should be to make a beginning in this direction so that at least by the end of the Fifth Plan, we should be able to introduce the new pattern of education.

6. Prof. John pointed out that the degree courses of Indian universities do not have any international comparability. However, it is necessary to make a thorough study of the difference in respect of attainment of students following 14 years' education *vis-a-vis* 15 years' education.

7. Prof. Mathur referred to the need of making recruitment to the various services, both in the government and public sector, soon after 12 years of schooling. All Government recruitments should be open after 12 years of schooling and the minimum age for eligibility to take the service examination may be reduced from 20 to 18 years.

8. The Education Minister pointed out that the difference between pass and honours degree courses should be only in respect of levels of attainment and not in respect of duration of the course. However, this is a matter which is to be considered by the UGC and the Universities.

9. After discussing the problem from all points of view, the Chairman expressed the opinion that there is need for a uniform pattern of education in the country. He was also of the view that the recommendation made by the Education Commission and included in the National Policy Resolution was worthy of consideration. He, however, felt that in so far as the applicability of this recommendation to Uttar Pradesh is concerned, he would be able to give a firm opinion only after holding consultations with the concerned educational authorities in the State.

10. It was finally agreed that the Committee should recommend to the Central Advisory Board of Education that it would be desirable to adopt the uniform pattern of education, i.e. 10 + 2 + 2 in all parts of the country by the end of the fifth Five-Year Plan. On the acceptance of this recommendation by the Board, the Ministry of Education and Social Welfare may take up the matter for detailed discussion with all the State Governments, the University Grants Commission and the Universities. In the light of these discussions, a detailed proposal, with estimates of cost, may be formulated and brought before the next meeting of the Board for taking a final decision.

11. With regard to the vocationalisation of Secondary Education, the Union Education Minister pointed out that vocationalisation that is to be adopted must involve the use of the latest educational technology, i.e. the use of the latest teaching methods in the process of vocational training. Three types of training are essential :

- (a) Training for the diploma holders of polytechnics;
- (b) In-service training of the existing craft teachers; and
- (c) In-service training for part-time teachers working in the schools.

12. The Chairman emphasised the need for making a comprehensive survey of the manpower requirements for different vocations. Any vocationalisation introduced should be related to the actual needs of the different sectors and whatever training is given should also have some useful bearing upon the need of the different industries and the employers.

13. After discussion, it was finally agreed that diversification of courses is essential at the higher secondary stage of education as there is no other alternative to overcome the present problems the country is facing with regard to the rush of admissions to the universities and also the increasing unemployment problem among the youth. However, before this is done, a thorough survey of the manpower requirements would have to be conducted by the State Governments in terms of the various vocations at the district level. After the survey has been made, the experts will have to work out further details of the type of vocational courses to be provided in schools.

14. After the C.A.B.E. has accepted the recommendation, an inter-departmental committee would be set up consisting of the representatives of the various Ministries, such as Health, Education, Labour, Agriculture, Industrial Development, for purposes of coordination, with similar co-ordination arrangements in the States.

Resolutions recommended for the consideration of the Central Advisory Board of Education

15. On behalf of the Committee, it was decided that the following resolutions may be placed before the C.A.B.E.:

(1) It would be desirable to adopt a uniform pattern of education, i.e., 10+2+3 in all parts of the country by the end of the Fifth Five Year Plan. The Ministry of Education and Social Welfare should take up this matter for detailed discussions with all the State Governments and the University Grants Commission. In the light of these discussions, a detailed proposal, with estimates of costs, may be formulated and brought before the next meeting of the Board for taking a final decision.

(2) Vocationalisation of the secondary stage is an essential and urgent reform. The programmes to be prepared for this purpose will have to be based upon detailed manpower estimates formulated on the basis of district surveys. They will also

involve the use of the latest educational technology and the latest teaching methods in vocational training. The Board requests the Chairman to set up a Group of Experts to work out the detailed proposals for vocationalisation of the secondary stage, suitable for different conditions, and to make them available to the State Governments for necessary action. The programmes will have to be developed in close collaboration between the Ministries of Education, Health, Labour, Agriculture Industrial Development, etc., and suitable coordinated machinery for this purpose will have to be created at the Centre, State and District levels.

The committee concluded with a vote of thanks to the Chairman.

III

Report of the Committee on Educational Administration

The Committee met on 15th September, 1972 at New Delhi under the Chairmanship of Shri P. V. Narasimha Rao, Chief Minister, Andhra Pradesh and examined the Working Paper on 'Educational Development in the Fifth Plan' and broadly agreed with its proposals in so far as educational administration is concerned.

The Committee noted that while there had been vast expansion of enrolments at all levels of education, administration had not been adequately strengthened to cope up with this expansion with the resultant adverse effects on the quality of education. There was thus an immediate and urgent need for strengthening the Administrative apparatus at all levels of education, especially in view of the fact that, for the first time, a major programme of universal primary education with simultaneous improvements in the standards at all levels, was proposed to be taken up in the Fifth Plan. The Departments of the Education in the States and the Centre will not be able to take up this massive task awaiting them unless the backlog of under-staffing is removed immediately and adequate staff is sanctioned for undertaking the advance action programmes required for the Fifth Plan. Besides, further strengthening of the administration will be needed during the Fifth Plan as its programmes begin to develop.

The Committee welcomes the establishment of the National Staff College and recommended that its services should be fully utilised by the State Governments.

The Committee recommended that the strengthening of educational administration should be done on the new concept of 'development' administration which will include, not only financial and personnel administration but also full responsibility of planning and academic work such as curricula, text-books, improvement of the status of teachers, adoption of new teaching methods, examination reform, etc.

The Committee felt that the several administrative issues needed study in depth. For example, the relation between supervision of academic work and other aspects of administration varied from State to State. The relationship of local bodies to education at various stages and the role of private enterprise also showed large variations from State to State. All these and other problems needed study in depth. This is an area where the National Staff College, Universities and the Education Department have an important role to play.

The Committee noted that in various development programmes the practice is to sanction all the requisite staff needed for the new schemes as a part of the project itself. But this is not the practice in the educational programmes where, while new programmes are taken up, the requisite administrative staff is not sanctioned under the plan programmes. The load thus falls on the existing staff with consequent adverse effects. The Committee, therefore, recommended that whenever new programmes for Educational expansion or improvement are taken up, requisite administrative and other supervisory staff should be sanctioned as part of the plan schemes.

The Committee recommended that an immediate study should be made in each State regarding the existing situation in education so that the backlog of inadequacy of administrative staff is cleared and the situation brought upto date by the end of 1973-74. This can be done if a suitable officer is placed on special duty for 3—6 months. The study can be advantageously undertaken by the National Staff College and could also cover the needs of the State in educational administration in the Fifth Plan. On the basis of this study, funds should be made available to States for equipping their educational administration for the challenges facing it.

The Committee recommended that a good Bureau of educational statistics and information should be set up at the Centre and in each State. They should work in close collaboration.

The funds for this programme should be included in advance action.

The programme of strengthening the State Institute of Education and especially the district administrative and supervisory machinery should be taken up immediately and as part of the advance action programme.

IV

Report of the Committee on Pre-School Development and Primary and Middle School Education

PRE-PRIMARY EDUCATION

Introduction

1. The Committee on Pre-School Development, Primary and Middle School Education met on 17th September, 1972, at Vigyan Bhavan, under the Chairmanship of Mrs. Nandini Satpathy. The Committee is convinced of the crucial importance of the first six years of the life for the future development of human beings. The effects of a satisfactory or unsatisfactory environment are the greatest at this stage of life. Investment in human resource development at a later stage may prove a waste of effort if the foundation has been neglected. The Committee is convinced that immediate and sustained attention to the child below 6 years of age through integrated services is necessary to ensure the success of subsequent efforts in the development of human resources. Children below 6 constitute 17 per cent. (110 million) of the total population of the country while children in the age-group 3-5 are about 48 million (1971 census). In view of the size of the problem and the limitation of resources, priority must be given to the most under-privileged groups. Amongst these, social justice and equality of educational opportunity require attention to the earliest years of life.

2. The Committee considered the report of the Study Group on the Pre-School Child set up vide Resolution No. 18, passed by the Central Advisory Board of Education at its meeting in May, 1970. The Committee accepts in principle the recommendations of the Study Group and draws attention of State Governments for further action.

Recommendations

3. The Committee especially lays emphasis on the following:

(1) The importance of a programme of comprehensive attention to the pre-school child including activities in health, nutrition

and education which will contribute to the physical, mental, emotional and social development of the child. The term 'development' is hence used. This concept includes education but does not refer to formal teaching of language and number:

(2) A feasible target would be to cover 5 million children or 10 per cent. of the population in the age-group 3-5 by the end of the Fifth Plan Period. This is in contrast to the existing coverage of 1 million children which is 2 per cent of the age-group;

(3) The objective of the programme is to reach the most under-privileged sections of the community, i.e., children in the urban slums, children in the tribal areas and children in the under-privileged groups in the rural areas. While it is neither possible nor desirable to restrict the programme to the poorest groups in the rural areas, efforts should be made to locate and develop the programme in such a way that the poorest groups, such as, landless labourers, small farmers and artisans are included;

(4) A variety of operational models, suited to differing needs, circumstances and resources in different parts of the country should be developed. Some illustrative models have been described in the report of the Study Group. Some Study Groups have also developed models which deserve attention;

(5) The success of the programme will depend on adequate training in quantity and quality and subsequent supervision of workers in charge of pre-school programmes. Great emphasis is placed on the organisation of suitable training programmes. Formal educational qualifications are of less importance and may be waived in cases where otherwise suitable women can be recruited for the programme, especially in rural and tribal areas; and

(6) At present, a large number of and a variety of agencies provide different services to the pre-school child. For the success of the integrated approach to the pre-school child, there has to be a strong effort at co-ordination at every level, for which the following steps may be taken at the State level:

- (a) Departments of Education and Social Welfare may be brought together under a single Secretary;
- (b) A special Committee or Board, dealing with the pre-school child may be set up with the Chief Minister as Chairman; and

- (c) A Special Officer may be appointed to plan, implement and co-ordinate the programmes for the pre-school child.

Advance Action

4. (a) The training of trainers and supervisors deserves priority and may be taken up in the next two years. The responsibility for this programme and its financing devolves on the Central Government; and

(b) The appointment of special officers for the planning and implementation of pre-school programme should also be taken up immediately with appropriate financial assistance from the Central Government.

PRIMARY EDUCATION

5. The Committee generally approved the strategy and programmes for the expansion and improvement of primary education in the age-group 6—14 as detailed in the paper 'Education in the Fifth Five-Year Plan', circulated by the Ministry of Education and Social Welfare. In this regard, the Committee would like to emphasize the following:

(1) There is large disparity in the progress of primary and middle school education as between different States. The States which have made adequate progress already can achieve universal primary education in the age-group 6-11 by 1975-76—the target envisaged in the Ministry's paper. Other States where the progress has been slow here would not find it possible to adhere to this target. The Committee, therefore, recommends that every State should try to reach the goal as early as possible and preferably by 1975-76. But the States which have not made sufficient progress may plan with 1978-79 as the target year for universal primary education in the age-group 6-11. For the age-group 11-14, the target of 1980-81 may be retained.

(2) At present, the system of education is one of single-point entry. The child which is unable to obtain admission at the age of 6+ etc. cannot join the school system at a later stage, say, at the age of 11. It is necessary to introduce the multi-point entry so that those who have missed education earlier, may obtain the same subsequently at the age of 11 or 14. A system

of part-time education will have to be provided for the age-group 11-14. It was necessary to initiate a large programme of part-time education for the age-group 11-14. Such classes may be organised separately for girls. A separate curriculum will have to be devised and teachers trained for this purpose but existing school buildings may be utilised.

(3) There was need to strengthen the administrative arrangements to ensure universal enrolment and retention by the target dates mentioned above. This implies the strengthening of the machinery for enrolment of girls, scheduled castes and scheduled tribes, both at the district and at the State levels.

(4) In view of the massive programme of primary education both in regard to expansion and quality, there is need for considerable strengthening of the administration and organisational arrangements at the State and District levels. The entire responsibility for primary education should be vested in a sufficiently senior and experienced additional Director of Primary Education. The Additional Director should be exclusively in charge of primary education and should not be saddled with other responsibilities.

(5) The Committee noted that the targets envisaged in the Ministry's paper were in accord with the Constitutional commitment and the National Policy on Education. They were also generally in accord with the minimum needs programme spelt out by the Approach to the Fifth Five Year Plan approved by the National Development Council. The targets, however, cannot be fulfilled unless there is a massive financial assistance for the purpose. It would not be possible for the States to meet the enormous cost involved in the programme of universalisation of primary education. The Committee recommends that an Expert Committee may be set up by the Planning Commission which after holding discussions with the different States may report on:

- (a) the time schedule for universalisation of primary education up to the age of 14 to be adopted by each State;
- (b) the best and the most economical method of achieving the objective in (a) above;
- (c) the cost estimates for the same;
- (d) the resources to be made available for the purpose by the State Government; and

(e) the contribution to be made by the Central Government towards the above programme.

6. On the basis of the above Report of the Expert Committee, the total plan outlay for universalisation of primary education could be determined and this should be treated as the first charge on the national plan before the plan funds are allocated between the Centre and the States. The Committee further recommends that an expert team should start working immediately and should submit its report by February, 1973.

**WORKING PAPER ON EDUCATION
IN THE FIFTH FIVE-YEAR PLAN
(1974 - 79)**

INTRODUCTION

1. The present socio-political situation in the country provides a favourable setting for developing large-scale programme of educational reform. It is, therefore, proposed to include, in the Fifth Five-Year Plan, an integrated and comprehensive programme of educational development which will catalyse social transformation, promote economic growth and accelerate our progress towards socialism. It is also proposed that this and the next year should be utilised, not only to plan this programme in all its details, but also to initiate a vigorous advance action towards it.

Main Ingredients of the Programme

2. The Education Commission (1964-66) emphasised that the present educational system will need radical changes if it is to meet the purposes of a modern, democratic and socialist society — changes in objectives, in content, in teaching methods, in programmes, in size and composition of the student body, in the selection and professional preparation of teachers, and in organization. The major steps to be taken to this end have been outlined in the National Policy on Education, (1968). On the basis of these documents, it is proposed that the main ingredients of the programme of educational development to be included in the Fifth Plan would be the following :

(1) *Transformation of the Educational System* : This is essential to make education a powerful tool of social transformation, economic growth, modernization and national integration. It implies a radical transformation of the content of education accompanied by such related reforms as the adoption of improved methods of teaching examination and improvement of textbooks and other teaching and learning aids.

(2) *Improvement of Standards* : This will include a programme of establishing a model comprehensive secondary school in each district and a model primary school in each community development block as pace-setting institutions, the establishment of autonomous colleges, the upgrading of a fairly large number of primary, middle and secondary schools and colleges to optimum levels, and an effort to improve other institutions

to the best extent possible, through institutional planning and local support supplemented by guidance and assistance from the State.

(3) Initiation of a comprehensive programme of pre-school development meant specially for the under-privileged social groups.

(4) The provision of universal primary education in the age-group 6 — 11 by 1975-76 and in the age-group 6 — 14 by 1980-81.

(5) The adoption of the uniform pattern of school and college classes, *viz.*, 10 plus 2 plus 3, in all States and Union Territories.

(6) Vocationalization of education at the higher secondary stage.

(7) The development of a national scholarship policy so that the talented students, and especially those coming from the most deprived sections of the community, are assisted to receive the best school and university education.

(8) The launching of a youth movement for the population in the age-group 14 — 25.

(9) Reorganisation of collegiate and university education, with special reference to (a) provision of greater access to students from the under-privileged social groups, (b) expansion of facilities for part-time education or self-study, (c) improvement of colleges, (d) substantial increase in post-graduate education and research, (e) drastic restructuring of courses on the principles of relevance, flexibility, diversification and modernization coupled with adoption of modern methods of teaching, examination reform and improved library and laboratory facilities, and (f) major administrative reforms on the lines recommended by the Gajendragadkar Committee.

(10) Development of technical education.

(11) Introduction of a large-scale programme of National Social Service; and

(12) Strengthening of the administrative machinery to plan and implement this significant programme of expansion and qualitative improvement.

A brief description of these programmes, with broad tentative estimates of cost, is given in the sections that follow.

II

TRANSFORMATION OF THE EDUCATIONAL SYSTEM

Objectives

3. Perhaps the most significant need of the hour is to transform the educational system with a view to

- cultivating the basic values of humanism, democracy, socialism and secularism;
- inculcating a love of motherland, and a proper pride in our cultural heritage and achievements;
- strengthening national integration which implies the development of proper non-communal attitudes, the subordination of all narrower loyalties to the supreme loyalty to the nation, and, in a plural society like ours, the development of capability for tolerating differences and a readiness to collaborate with others in pursuit of shared goals;
- accelerating the process of modernization and the development of a scientific temper and outlook;
- promoting productivity through the teaching of technical and technological skills, inculcation of the dignity of manual labour, willingness to work hard, cost-consciousness and entrepreneurship; and
- bringing the elite and the masses closer together so that the former retain their roots deep in all sectors of society and become committed to the service of the people.

Education is essentially a three-fold process. It imparts information, teaches skills and inculcates values. Our present system is almost wholly geared to the first, a little to the second and only marginally to the third. The need to transform the educational system on the above lines so that the teaching of skills and inculcation of values get their due emphasis is thus obvious : it alone can make education a powerful tool for social change and the realization of our national objectives.

Improvement of Curricula

4. What are the main programmes that should be adopted for this purpose? The first and the foremost is the re-structuring and modernisation of curricula on the broad lines indicated below :

(1) The inculcation of values should be emphasised at all stages.

(2) The cultural content of education needs much greater emphasis.

(3) The story of our struggle against British imperialism, the achievements of the post-independence period, our national objectives and programmes of development with special emphasis on popular participation, and the national problems that face us in different fields, should be taught at all stages, as a part of 'education for citizenship', the courses being graded to suit the age and maturity of the students.

(4) At the primary stage, the curricula should be closely related to the environment so that they appear relevant and significant to the children. In addition to the three R's, programme of work-experience related to local programmes of development and of social service related to the welfare of the local community and its needs will have to be included. The improved teaching of languages, science and mathematics should be emphasised.

(5) As recommended by the Education Commission, the teaching of science and mathematics should be made compulsory in classes I—X and its teaching should be modernized and closely related to environment. The use of simple apparatus and tools should be emphasised.

(6) The alienation from manual labour takes place most conspicuously at the secondary stage. It is also at this stage that the white-collar attitudes are strongly developed. Some steps to counteract these trends would have been taken by the introduction of work-experience and social service in the curricula of classes I—VIII. In addition, it is absolutely essential that the teaching of a craft or a trade is made obligatory on all students in classes IX and X so that they engage themselves meaningfully in production and socially useful work.

(7) At the higher secondary stage, the curriculum should broadly follow the lines recommended by the Education Commission. There would be two main streams at this stage. The first would prepare students for the university and include a

number of elective courses covering mathematics, natural and social sciences and humanities. A fairly wide combination of courses, cutting across traditional boundaries, should be permissible. The other stream should be vocational and would prepare students for careers in agricultural, industrial and services sector as well as for various programmes of self-employment.

(8) At the university stage, there is an even greater need to restructure and improve the existing courses on the principles of relevance, flexibility, diversification and modernization. Several of our courses are out-dated, in some cases, by as long as 30 — 50 years. It is essential that these are all updated and brought in line with the latest developments in the field. Most of our courses are still discipline-oriented and traditional so that they tend to ignore the inter-disciplinary fields and problem-oriented studies which are now assuming increasing significance. It would, therefore, be a great improvement if a flexible system of courses is designed so that a student can choose, within a broad framework, such courses as will be in keeping with his needs and capacities. Perhaps the introduction of short semester length courses will offer each student a greater possibility of devising a combination of studies that is most suited to his needs and abilities.

(9) Special attention will have to be given to the restructuring of courses at the under-graduate stage. The first degree should provide a broad general education with three components. The first component is an awareness of the world around, a sense of values, and a commitment to the ideals and practical goals which the country has placed before itself. This implies a knowledge of human affairs at the level of individual, of society and of history, the main elements of the social and economic struggle, our Constitution and our plans, field work and social service, and elements of philosophy, fine arts and literature. The second component is the promotion of communication skills which implies training in language, speech and writing; and the third component is an academically-oriented study of some selected subjects.

(10) At the postgraduate stage, greater emphasis will have to be placed on promotion of research and on a symbiotic combination of teaching and research.

Supplementary Measures

(5) A restructuring and modernization of curricula on these lines is the first essential step in this programme. But it is not sufficient. It will have to be accompanied by four complementary steps simultaneously.

(1) *New Teaching Methods* : The first is to replace the existing teaching methods, which are largely based on rote-man orientation, lectures and re-production, by new and dynamic ones which awaken curiosity, encourage self-study habits and promote problems-solving skills.

(2) *Examination Reform* : The existing examination system has to be radically reformed. Schools and colleges should be made to take continuing and increasing interest in evaluation, through a system of internal evaluation. All school examinations including the examination at the end of class X, should ultimately be held by the schools themselves and the first public examination should take place at the end of class XII. At the university stage also, the colleges should be involved in continuous evaluation of their students and the scheme of 'autonomous colleges' should be adopted and expanded. The universities and Boards of Secondary Education should reform their examination systems immediately and thus give a lead to the entire education system.

(3) *Improved Production and Supply of Text-Books* : A great stress will have to be laid on improvement of textbooks at all stages. At the school stage, the programmes of the NCERT and the State Boards (or Bureaux) of School Text-Books will have to be extended, improved and properly co-ordinated. At the university stage, both the UGC and the universities have a major role to play; and, as the Education Commission recommended, the bulk of the books used at the undergraduate stage at any rate, should be prepared by Indian authors and that our dependence on imported books in this regard should cease as soon as possible. Careful steps will have to be taken to ensure that the new textbooks incorporate Indian data and research findings and thus become both relevant and significant. A massive programme of book production and supply and text-book libraries under which no student would have any difficulty in having full and free access to all the textbooks that he needs will have to be developed.

(4) *Teachers Involvement and Upgrading of Professional Skills*: The success of the programme will depend largely on the competence of the teachers, their commitment to the welfare of the students in their charge and their dedication to their profession. Steps will, therefore, have to be taken to involve teachers intimately in the planning and implementation of all these programmes, to provide them with satisfactory conditions of work and service and to emphasise their proper training,

especially in-service training, for which a very massive programme will have to be developed at all stages.

Informal Education

6. Another major transformation needed in the present educational system is to give it a large informal orientation. The existing system is a *single-point entry* (in class I at age 5 or 6), *sequential* (so that a student rises from class to class each year), and *full-time* system of education operated exclusively by formally certificated full-time teachers. Such a system is socially unjust and denies educational opportunities to large sections of the people. For instance, to have a rule that we shall operate only a full-time system of education denies education to all these children who are required to work, in or outside their families, for social and economic considerations. That is the main cause why several children cannot come to schools and for the bulk of those that drop out. However, no programme of life-long education can ever be possible on a full-time basis alone. Similarly, the single-point entry also hampers our progress. For instance, if a child does not go to school at about the age of six, he misses the system altogether and lives and dies as an illiterate person. If, on the other hand, we had a multiple-entry system under which a child could enter the school at the age of six, or in full-time or part-time special classes at the age of 11, or again in similar special classes conducted for age-group 14 — 23, or in adult education programmes, our progress in literacy would have been much greater. In the same way, the insistence on full-time and duly certificated teachers prevents us from utilising the large teaching resources available in the community on a part-time basis, especially for education in the arts and crafts or in vocational education. What is needed, therefore, is the development, at all stages of education, of two alternative channels to the existing system of full-time education, namely, part-time education (or correspondence courses) and system of private or self-study. These alternative channels should have the same status as full-time education and it should be possible for a student, depending upon the circumstances, to switch over from one to the other. There should also be a possibility of multiple entry at various points and students should be free to appear by private study, at all Board and University examinations.

Linkages with Other Systems

7. A third transformation of the existing educational system is to link it in a big way with informal agencies of education such as the mass media. A similar linkage is also necessary with

institutions for preparation of games and sports, recreation, arts and culture. These linkages will make the curricula richer and the educational process more effective.

Elasticity and Dynamism

8. The existing system tends to be uniform and rigid; and as the Education Commission pointed out, the single most important thing needed now is to get out of the rigidity of the present system. It is, therefore, essential to promote dynamism and elasticity and to encourage initiative, creativity and freedom on the part of schools and teachers.

Implementation

9. These programmes of transformation have received comparatively less attention in the earlier plans due to several reasons. The quantitative targets of enrolments received the vast bulk of allocations and tended to dominate the whole scene. In the general practice to review plan expenditure only, these programmes which have lower financial implications and cover both plan and non-plan sectors, did not attract enough notice. The emphasis on money as *the* input for educational development also tended to overshadow these programmes wherein the major inputs are, *not* money, but 'thought', 'human effort' and 'leadership'. Similarly, an undue emphasis on uniformity tended to make the educational system rigid and stagnant. As against this, it is proposed, in the Fifth Plan, to accord the highest priority to these programmes, to keep them continuously under review, to provide the funds needed for them on a priority basis, to involve the teachers in planning and implementing them, and to create the necessary institutional structures to provide guidance and direction.

Costs

10. The following programmes under this head will have to be costed :

- (1) Introduction of work-experience in class I — VIII;
- (2) Teaching of a compulsory trade or craft in class IX and X;
- (3) Teaching of Science in class I — X;
- (4) Improvement of text-books;
- (5) Provision of free supply of text-books and educational materials for all needy students of the primary and middle school stages; establishment of adequate text-book libraries in secondary schools, colleges and universities;

(6) Strengthening of programmes for pre-service and in-service education of teachers which will include the establishment of a National Council of Teacher Education at the centre, Boards of Teacher Education in the States, expansion of pre-service training facilities where needed, and the development of a large programme of in-service education at all stages; and

(7) Strengthening the institutional structure to develop the programme which include UGC, NCERT and the National Staff College for Educational Planners and Administrators (Proposed) College for Educational Planners and Administrators (Proposed to be established), the further strengthening of the State Institute of Education, strengthening of the Central Ministry of Education and the State Education Departments, and the creation of an adequate machinery for guidance and development at the district level.

The costs of these programmes have been costed, as shown for convenience, under the relevant stage or sector of education.

III

IMPROVEMENT OF STANDARDS

11. Equally important and urgent is the need to raise standards. The naive belief that all education is necessarily good, is not valid; and it is now agreed that, depending on its quality education can be a powerful tool of progress or may even lead to disintegration. The quality of education which is thus always extremely significant will become all the more so in the Fifth Plan when our investments in education are expected to increase substantially. A programme of qualitative improvement must, therefore, have the second highest priority in our programmes for the Fifth Five Year Plan.

12. What is the most crucial programme for improvement of standards? The answer obviously is to adopt, what is generally known as the 'seed-farm' technology. In this concept, the first step is to set up a few institutions of quality, like seed-farms, the number of these institutions depending largely upon the resources available, especially in terms of teachers. The second step is to see that the excellence generated in this first level or pace setting institutions spreads out to a much larger group of second level institutions which are strategically distributed all over the countryside. The third and the final step in the process

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is to see that the excellence generated in these two groups of institutions spreads to every educational institution. Although these three stages have been described as successive, for purposes of convenience, it is obvious that they are not necessarily so and that it is not only possible but also extremely desirable to begin simultaneously on all the three fronts.

13. For convenience, this problem has been discussed separately for the schools and the university stages.

School Stage

14. *Model Schools* : As the first programme of pace-setting institutions, it is proposed to establish a model comprehensive secondary school in each district and a model primary school in each community development block. This is necessary because all the ideas of the transformation of the educational system which have been stated in the preceding section will have to be put on the ground under somewhat controlled and favourable conditions before they can be extended to others. A good deal of imagination, vision and managerial skill is necessary to organise these pace-setting institutions and to ensure that all available talent and material resources are utilised to the best advantage.

15. These model schools will have three distinct functions :

(1) They will be 'demonstration centres' in the sense that they will show how a primary or secondary school can and should function. This aspect of their programme should be organised in such a way that it is reproducible and every effort should be made to see that these programmes are taken up by other schools in their neighbourhood.

(2) They will also provide 'extension services' to the neighbouring schools. For instance, they could maintain circulating libraries and mobile laboratories; they could provide in-service education for teachers; they could provide special courses of instruction for talented students; and so on. In short, they could function as focal points which, through their extension services will strive to make the programme of every school in the neighbourhood richer and better.

(3) They will provide good education to talented children coming from the most under-privileged sections of the community. Since resources are limited and good education cannot

be immediately provided to all, it is essential that admissions to our good schools are regulated on the basis of merit and social justice. These model schools would, therefore, be provided with adequate hostel facilities and at least 25 per cent of their seats would be reserved for children coming from the socially and economically deprived groups who would be paid suitable scholarships. This will de-link 'quality' from 'privilege' and will be a progressive step, especially from the point of view of socialism.

Improvement of Selected Schools

16. The second programme would be to raise about 10 per cent of the schools (including especially the larger schools with enrolments of 300 — 400 or more) to optimum levels. These will also function as demonstration centres and provide some extension services to the schools in the neighbourhood. But they will not have the residential and scholarship component of the model schools.

Improvement of Other Schools

17. The third programme will be to strive to improve the other schools to the best extent possible, partly through local support and partly through state assistance and guidance.

University Stage

18. Similar programmes will have to be developed at the university stage also. Here, the role of the pace-setting institutions will have to be performed by the universities themselves. At the collegiate level, the autonomous colleges may function as 'pace-setting institutions' and steps will have to be taken to upgrade 10 per cent of the colleges to optimum levels on the basis of adequate enrolments, staff and facilities. In addition, assistance will have to be provided to all viable colleges to raise their standards.

19. While improving every educational institution to optimum levels is desirable as the ultimate objective of policy, the resources for so large a programme are obviously not available. This modified programme where about 1 per cent of the institutions would function as high-level or pace-setting ones, about 10 per cent would be raised to optimum levels and every institution would be raised to certain minimum levels is, therefore, a feasible and more realistic alternative. This is what we should strive to achieve by the end of the Fifth Five-Year Plan.

Costs

20. Estimates of cost of this programme have been included separately at each stage for reasons of convenience.

IV

PRE-SCHOOL DEVELOPMENT

21. At present, the facilities of pre-school education are very limited. The existing pre-schools are mostly fee-supported, privately managed, and urban in location. They, therefore, meet the needs of mostly the middle and upper classes in these areas. By and large, these facilities exist only to a very limited extent in the rural sector and for the poor and the under-privileged social groups who really need them most. It has now been established that unfavourable socio-economic conditions, malnutrition and lack of education adversely affect the development of pre-school children of the weaker sections of the community and thus lead to great inequalities of educational It is, therefore, essential to develop a well-planned and fairly opportunity large-scale programme of pre-school development in the Fifth Five-Year Plan.

22. This problem was examined by a Committee, appointed on the recommendation of the Central Advisory Board of Education, under the Chairmanship of Shrimati Mina Swamathan. It has proposed feasible and realistic programmes. It suggests that the total number of children who benefit from the different programmes of pre-school education (*i.e.* education, health nutrition and welfare) should be raised to 10 per cent of the population of the age-group 3-6 by 1980-81 as against about 1 per cent that receive these benefits at present and that its coverage should be limited, in view of the paucity of resources, to children from the most under-privileged group, *viz.*, from urban slums, poor rural families and tribal areas. It has also recommended a variety of operational models suited to differing urban and rural conditions with a view to making the programme both economical and efficient.

23. The recommendations of the Mina Swaminathan Committee on pre-school development, therefore, need our earnest consideration and inclusion in the Fifth Five-Year Plan. The programme will cost a total of about Rs. 100 crores of which

Rs. 25 crores is being provided in the Education Plan. The balance of Rs. 75 crores will be included in the Social Welfare Plan.

V

UNIVERSAL PRIMARY EDUCATION FOR THE AGE-GROUP 6—14.

24. The provision of universal primary and middle school education for all children in the age-group 6—14 is a Constitutional Directive and ought to have been fulfilled by 1960. For various reasons which need not be discussed, this could not be done. It has now been decided that universal primary education for all children in the age-group 6—11 should be provided by 1975-76 and for those in the age-group 11—14 by 1980-81. This is a basic programme of the highest priority and will naturally claim great attention and a very large proportion of available funds.

Basic Structural-Functional Changes

25. If this goal is to be realised on the basis of the existing system of primary education, (*i.e.* a single-point entry, sequential and full-time system), it will be necessary.

- (a) to enrol all children of the age of 6 in class I in 1973 and to continue such enrolment every year; and
- (b) to ensure that every child enrolled in school from 1973 onwards will continue to study on a whole-time basis and will not be allowed to drop out until it reaches the age of 14.

This is an almost impossible task. It would, therefore, be necessary to change the existing system of primary schools by introducing three major modifications:

- (1) making multiple entry possible at 6 plus, 11 plus and 14 plus;
- (2) adopting a large programme of part-time education to cover all children who have to work and cannot attend on a full-time basis; and
- (3) by utilising the services of national service volunteers, retired teachers, educated and skilled

persons in the community, on a full-time or part-time basis.

Magnitude of the Task

26. It is necessary to realize the immense magnitude of the task. The total enrolment at the primary stage (or age-group 6—11) will have to be increased from an anticipated enrolment of 631 lakhs in 1971-72 to an enrolment of 862 lakhs by 1975-76 which means an average additional enrolment of 46 lakhs as against an average enrolment of 25 lakhs reached over the last ten years. At the middle school stage, the enrolment will have to be increased from 149 lakhs in 1971-72 to 450 lakhs in 1980-81 which implies an average additional annual enrolment of about 33 lakhs as against that of 7 lakhs reached over the last ten years.

27. When Article 45 of the Constitution was adopted in 1950, the expectation was that the provision of universal education in the age-group of 6-11 will need an additional enrolment of 360 lakhs of children and there was an optimism that this could be done in 10 years. In view of the considerable expansion achieved since then, the general impression is that the present decision to provide universal education in the age-group 6-14 by 1980-81 is easier. This is not so. As pointed out above, the present decision implies an additional enrolment of 562 lakhs in 8 years and is, therefore far more formidable and difficult. It can be achieved only if a sizable programme of advance action is mounted in this year and the next.

The Three Phases of Development

28. The task is obviously stupendous and will have to be attempted in three phases which will have to be simultaneously pursued.

(1) The first phase is *universal provision of schools*. A quick survey of the existing situation will have to be taken to see that primary and middle schools will be established, in the next two or three years, within easy accessible distance from the home of every child.

(2) The second phase is that of *universal enrolment*. This has three important aspects:

- (a) It must be noted that nearly 80% of the non-attending children belong to three main groups: (i) girls; (ii) children from such weaker sections of the community as the landless agricultural labourers; and (iii) children of the Scheduled Castes and Scheduled Tribes including Vimukta Jatis and nomadic tribes. The State Education Departments, should, therefore, have to be adequately strengthened to look after the enrolment and attendance of these special groups.
- (b) The number of non-attending children is not equitably distributed between the different States and Union Territories. This is the least in the advanced group of States, e.g. Kerala, Tamil Nadu, Mysore, Maharashtra and Gujarat. But it forms a very large proportion of the total number of non-attending children in the less advanced States, like Uttar Pradesh, Bihar, Madhya Pradesh, Rajasthan, Orissa and Jammu & Kashmir. The magnitude of the task and the expenditure involved will, therefore, show immense variations from State to State. The less advanced States are weak in organizations and poor in resources and yet it is their responsibilities that are the heaviest. The special financial needs of these States will have to be looked after by the Centre and their administrative arrangements for the programme will have to be specially strengthened.
- (c) The enrolment of tribal children and the children in sparsely populated regions for whom programme of Ashram Schools will have to be emphasised and expanded.

(3) The third phase is that of *universal retention*. At present the drop-out rates are very high. Of every 100 children that enter class I, only 40 reach class V and only 25 reach class VIII. The drop-out rates for girls are higher than those for boys. The rates for the Scheduled Castes are even higher and those for the Scheduled Tribes are probably the highest. Steps will have to be taken to ensure that these large-drop-out rates are reduced or eliminated that every child enrolled in class I will remain in school till he completes the primary course or reaches the age of 14.

Special Programmes

29. Five main programmes will have to be developed from this point of view:

- (a) A system of part-time education will have to be introduced, especially for the age-group 11—14. The general principle should be that every child in the age-group 6—14 shall attend school, on a full-time basis, if possible and on a part-time basis, if necessary.
- (b) The second is the provision of ancillary services to help poor children. This will include the provision of free books and other learning materials, mid-day meals and even clothing.
- (c) In order to enrol girls and keep them at school, creches and pre-schools will have to be attached to primary schools because most of the older girls have to look after the young children at home. These need not be costly as they can be run with the help of locally recruited women (who may be suitably trained) and by a cooperative arrangement between the older girls themselves.
- (d) The quality of education will have to be improved so that the power of the schools to attract and retain children is considerably increased.
- (e) Educative propaganda for adults will also help in this direction. In some cases, welfare services to the family will have to be provided.

Implementation

30. From the point of view of implementation, the following points deserve special notice:

- (1) As stated above, establishment of primary and middle schools in all places necessary is a priority task which should be completed in the next two to four years.
- (2) A campaign to enrol all children of age 6-7 in class I should be mounted in 1973 and kept up every year till 1980-81. This will help to reduce the large proportion we now have of under-age and over-age children at the primary stage.

- (3) In spite of this, many children in the age-group 6-11 would have missed entering the school. Moreover, many children in this age-group will also drop out. It is therefore necessary to provide a large scale programme of part-time education for them. This should begin in 1972-73 and continue till 1975-76 when about 58 lakhs of children will be attending schools on a part-time basis. However, as time passes, the enrolment of children on full-time basis will continually tend to increase. As the economic conditions improve and the schools become more efficient, the capacity of parents to send children to schools on a whole-time basis will correspondingly increase and the drop out will also correspondingly decrease. It has, therefore, been assumed that beginning with 1976-77, the part-time enrolment at this stage will continually decrease, and that the need for it would have practically disappeared by the end of 1980-81, when the enrolment in classes I—V would have reached 892 lakhs—all on a full-time basis.
- (4) The enrolment of children in the age-group 11—14 on a full-time basis will continue to increase at the present rate. It has been estimated that this will increase from 149 lakhs in 1971-72 to 282 lakhs in 1980-81. To achieve full enrolment, therefore, 168 lakhs of children of the age-group 11—14 will have to be brought in under a programme of part-time instruction. Obviously, at this stage, enrolment on part-time basis will continue for quite some time beyond the Fifth Five-Year Plan. It may also be pointed out that the classes of part-time education at this stage will fall in three broad categories; (a) classes for children who never went to school; (b) classes for those who went to school but dropped out before class V, and (c) classes for children who dropped out after completing class V. Special Syllabi for all these types of classes will have to be prepared; special teaching methods will have to be adopted, suitable timings will have to be arranged; and teachers will have to be properly oriented. It will also be desirable to allow children of less than 11 and more than 14 to attend these classes if they so desire.

Enrolments

31. The following table shows the over-all enrolments at a glance:—

*Elementary Education : Enrolment Targets**(in lakhs)*

Year	I—V			VI—VIII		
	Full-time	Part-time	Total	Full-time	Part-time	Total
<i>Total Enrolments</i>						
1971-1972	631		631	149		149
Additional Enrolments						
1972-1973	38	10	48	10	6.0	16.0
1973-74	38	15	53	11	8.4	19.4
	76	25	101	21	14.4	35.4
<i>ifth Plan</i>						
1974-75	38	22	60	12	10.8	22.8
1975-76	39	31	70	13	14.4	27.4
1976-77	21	—15	6	14.5	18.0	32.5
1977-78	21	—15	6	16	22.8	38.8
1978-79	22	—16	6	17.5	28.8	46.3
	141	7	148	73.0	94.8	167.8
<i>Sixth Plan</i>						
1979-80	22	—16	6	19	28.8	47.8
1980-81	22	—16	6	20	30.0	50.0
	44	—32	12	39	58.8	97.8
<i>Total Enrolments</i>						
1980-81	892	..	892	282	168	450

Costs

32. The total cost of a programme of universal primary and middle school education, developed on traditional lines, would be very high—about 3 to 4% of the national income.

This will have to be considerably reduced to make the programme financially feasible. This will be possible through the following measures:

- (1) The adoption of the system of part-time education.
- (2) the appointment of young graduates as voluntary teachers (as a part of national service scheme) who may be paid a suitable allowance. Such voluntary service on the part of the graduates should be given special consideration while recruiting persons to Government service and the age requirements may be relaxed in accordance with the period of service they put in.
- (3) The use of part-time teachers available in the community and especially of retired teachers.
- (4) Harnessing local support.
- (5) Cutting down the cost on buildings and improvising equipment with local materials and labour.

These concepts have been taken into consideration while costing the programme.

33. The costs of the programmes can be conveniently discussed under two separate heads: (1) costs of additional enrolments; and (2) costs of qualitative improvement.

Cost of Additional Enrolment

34. *Teachers Salaries and Contingent Expenditure*:—On the assumption that the average total salary of a teacher (including allowances) is Rs. 2.00 per month and that the teacher-pupil ratio will be 1:40, the cost per student in a primary school is roughly Rs. 80 per year. Similarly, on the assumption that the average salary (including allowances) of a teacher at the middle-school stage is Rs. 250 per month and the teacher-pupil ratio 1:35, the average annual cost per student in the middle school will be Rs. 120. Both these estimates assume that the non-teacher costs would roughly be 25 per cent of the teacher costs.

For part-time instruction, the cost will be about half of this, i.e. Rs. 40 per year at the primary stage and Rs. 60 per year at the middle school stage.

On the above assumptions, the cost of enrolling 141 lakhs of additional children on a full-time basis and 7 lakhs of additional children on a part-time basis at the primary stage would

be Rs. 435 crores for the Plan Period. Similarly, the cost of enrolling 73 lakhs of additional children on a full-time basis and 94.8 lakhs of children on a part-time basis at the middle-school stage will come to Rs. 390 crores for the Plan Period. The total cost of the additional enrolments during the Fifth Five-Year Plan, on account of teacher's salaries and allowances and contingent expenditure, would thus be Rs. 825 crores.

35. Buildings and Equipment: A large number of existing primary and middle schools are housed in unsatisfactory buildings, the proportion of buildings with unsatisfactory accommodation being estimated to be as high as 50%. We shall, therefore, have to provide buildings for all new enrolment in the Fifth Five-Year Plan (141 lakhs in classes I—V and 73 lakhs in classes VI—VIII) and to about half of the enrolment at the end of the Fourth Five-Year Plan (366 lakhs in classes I—V and 85 lakhs in classes VI—VIII). The financial implications of this are colossal, about Rs. 997.5 crores. It has, therefore, been assumed that the new techniques of school-building construction developed at the Central Building Research Institute, Roorkee, will be used to reduce the costs by half, that at least half the cost of the buildings would come from the local community (except in very poor localities or tribal areas) and that, in a large number of villages, the local community would be able to provide all the buildings needed. It is, therefore, proposed to make a token provision of Rs. 100 crores only for buildings. Needless to say, this provision implies that a big effort will be made to harness the local community support for provision of school buildings in all parts of the country.

36. The question of equipment in primary and middle schools also presents a similar problem. The equipment in many existing schools is unsatisfactory and it will have to be provided to all the new schools and additional enrolments. It is assumed, here also, that the local communities will come forward to equip their schools generously and provision has, therefore, been made only at Rs. 5 per child for 120 lakhs of additional children in primary schools and at Rs. 20 per child for 70 lakhs of children in middle schools, or Rs. 20 crores in all. Equipment needed for work-experience and science education has been provided separately.

37. Ashram Schools: For the tribal areas and other sparsely populated localities, it will be necessary to increase the provision of Ashram Schools. It is proposed to establish the 1000 additional Ashram Schools during the Fifth Five-Year

Period, providing accommodation to about 2 lakhs of children in classes I-VIII. The cost of this programme will be Rs. 60 crores. Of this, Rs. 30 crores (at Rs. 3 lakhs per school) would be non-recurring and needed for building of the School, equipment, teachers' quarters and hostels. The recurring cost will be Rs. 30 crores roughly at about Rs. 50 per student per year. This amount will be provided in the Social Welfare Plan.

38. **Ancillary Services** : In order to enrol the non-attending children (who are mostly girls and children belonging to the poorest sections of the community, a liberal provision of ancillary services (e.g. free supply of text-books, supply of clothing and attendance allowances or scholarships and mid-day meals) will be required. A rough estimate of the requirements of this programme is given below :—

(a) *Mid-day Meals* : One mid-day meal costs about 20 paise. With 200 days of attendance in a year, the cost of mid-day meal programme is Rs. 40 per child per year. It may ultimately be necessary to provide mid-day meals to about 30% of the total number of children enrolled. At the end of the Fifth Five-Year Plan, the total number of children enrolled in primary and middle schools would be 1,132 lakhs. It is, therefore, estimated that about 350 lakhs of children will have to be provided with mid-day meals at the end of the Fifth Five-Year Plan as against about 100 lakhs of children that are given some sort of school meals at present. The additional children who will receive mid-day meals would, therefore, be about 250 lakhs and the cost of the programme at Rs. 40 per child per year will be Rs. 300 crores. Since resources of this order are not likely to be available, it is assumed that mid-day meals will be provided to about 100 lakhs of additional children in the Fifth Five-Year Plan. The cost of even this limited programme would be Rs. 120 crores.

(b) *Free Supply of Text-books and Stationery* : At the end of the Fourth Five-Year Plan, the enrolment at the Primary Stage will be 732 lakhs and roughly 30% of these children, i.e. 220 lakhs, will have to be provided with text-books and stationery. At the end of the Fifth Five Year Plan, this figure rise to 260 lakhs. The cost of this programme at Rs. 4 per child per year would be Rs. 48 crores.

At the middle school stage, the enrolment at the end of the Fourth Five-Year Plan will be 184 lakhs and 30% of this enrolment or 55 lakhs of children will have to be provided with

text-books and stationery. At the end of Fifth Five-Year Plan, this figure will rise to 106 lakhs. The cost of this programme at Rs. 10 per child per year will be Rs. 40 crores during the Plan Period.

The total cost of this programme would, thus, be Rs. 88 crores.

(c) *Grant of Clothing and Attendance Allowance* : For many poor children, the grant of clothing and attendance allowances will be necessary. In the case of girls, special programmes would be needed to assist women teachers to work in the rural areas. For all such programmes, it is proposed to make a lump sum provision of Rs. 37 crores.

The total provision needed for ancillary services, therefore, would be Rs. 260 crores.

39. Total Cost (Expansion): The total cost of the expansion programme at primary and middle-school stages, therefore, would be as follows:

(Rs. in crores)

(1) Salaries and allowances of teachers and contingent expenditure	825
(2) Buildings	100
(3) Equipment (excluding that for Science and Work-Experience)	20
(4) Ashram Schools (provided in the Social Welfare Plan)	—
(5) Mid-day Meals	120
(6) Free Supply of Text-books and Stationery	88
(7) Grant of Clothing and Attendance Allowances, etc.	37
TOTAL	1,190

40. From the above total, a deduction might be made on account of the use of volunteer teachers who may be paid at the rate of Rs. 125 p.m. instead of the salaries of Rs. 200 p.m. and Rs. 250 p.m. which have been assumed for primary and middle school teachers. Even if the proportion of such volunteer teachers is assumed to be one in four, the total saving would come to Rs. 84 crores in a year (when the full strength of those teachers would be 7 lakhs in a total of 28 lakhs of teachers). In the Plan Period, therefore, the saving may be assumed at Rs. 200 crores; and the total cost of the expansion programme of primary and middle school education may be assumed at Rs. 990 crores.

Cost of Qualitative Improvement

41. At the primary and middle school stages, a good deal of additional investment would be necessary for programmes of qualitative improvement. This has been indicated in the paragraphs that follow.

(1) *Work Experience*: It is proposed to introduce work-experience in classes I-VIII. This programme will need training of teachers and provision for equipment. The cost of training of teachers has been considered separately; the cost of equipment has been estimated at an average of Rs. 15 per child in full-time enrolment. As the enrolment at the end of the Fifth Five-Year Plan would be 1,132 lakhs, a provision of Rs. 170 crores would be required for this programme.

(2) *Science Education*: For improving science teaching at the primary stage, we need to supply simple equipment and trained teachers. The cost of training programmes has been provided for separately. The cost of equipment, assumed at Rs. 150 per school for 6 lakhs of schools, will need a provision of Rs. 9 crores.

At the middle school stage, we will have to provide equipment, additional teachers where needed, and training for teachers. The two latter items have been provided for separately. The cost of equipment has been assumed at Rs. 1,000 per school for two lakhs of schools. A provision of Rs. 20 crores has been made for the programme.

(3) *Teachers*: At the end of the Fourth Five Year Plan, the full-time enrolment in classes I-V would be 706 lakhs and that in classes VI-VIII would be 170 lakhs. It is estimated that on the basis of a teacher-pupil ratio of 1:40 at the primary stage and 1:35 at the middle school stage, there would be 17.5 lakhs of teachers in primary schools and 4.8 lakhs of teachers in middle schools or a total of 22.3 lakhs of teachers in primary and middle schools.

The additional full-time enrolment in the Fifth Five Year Plan in classes I-V would be 141 lakhs. This will need 3.5 lakhs of additional teachers. Similarly, the full-time enrolment in classes VI-VIII in the Fifth Five-Year Plan would be 73 lakhs and this will need 2 lakhs of additional teachers. In the Fifth Five-Year Plan, the total requirement of additional teachers

would thus be 5.5 lakhs. We may take a figure of 6 lakhs to correct any imbalance that may be left over at the end of the Fourth Plan.

The part-time enrolment in the Fifth Plan would be 102 lakhs (7 lakhs in Classes I-V and 94 lakhs in classes VI-VIII). On the basis of a teacher-pupil ratio of 1:20 this will need 5 lakhs of part-time teachers.

The total number of primary and middle school teachers at the end of the Fifth Plan would thus be 33 lakhs—28 lakhs full-time and 5 lakhs part-time.

The attrition rate at the primary stage is about 3% per year. On this basis, we may need roughly about 4 lakhs of additional teachers during the Plan Period.

The total requirement of additional teachers in the Fifth Five Year Plan would thus be 10 lakhs of full-time teachers and 5 lakhs of part-time teachers.

It is proposed to provide in-service education equivalent to 2 months to every teacher during the Plan Period to reorientate him to the new curricula and the new methods of teaching and examination. In the case of part-time teachers as well as new untrained teachers, this would be a period of initial reorientation. The cost is estimated at Rs. 200 per teacher. On this basis, a total expenditure of Rs. 66 crores will be needed to provide in-service education to 33 lakhs of teachers.

After full enrolment is reached, further expansion will be limited only to the increase in population. Our demand for additional teachers and training facilities would, therefore, sharply drop at the end of the Fifth Plan Period. We have at the moment 1600 training institutions which turn out about 1.5 lakhs of teachers per year. This is adequate to meet the future needs of primary and middle school teachers. It is, therefore, proposed that no major effort is needed to establish new training institutions and create additional training capacity except in States like Assam and West Bengal where the existing conditions are far from satisfactory. It is, therefore, proposed that only 100 new training institutions would be established in these areas and that in other areas, the emphasis would be on strengthening the existing institutions. The additional teachers re-

quired in the Fifth Five-Year Plan will be trained through *ad hoc* improvised programmes which should be established in existing training institutions or in good selected secondary schools.

For each new training institution, we will need a non-recurring expenditure of Rs. 5 lakhs and a recurring expenditure of Rs. 6 lakhs for the Plan Period. The total requirement of each institution would thus be Rs. 11 lakhs. The total cost of the programme would, therefore, be Rs. 11 crores.

For strengthening and improving the existing teacher training institutions, it is proposed to provide a grant-in-aid of Rs. 1.25 lakhs for each of the 1600 institutions. Of this, Rs. 1 lakh is meant for buildings, equipment, training of staff, etc. and Rs. 25,000 for establishment of an Extension Services Department. On this basis, the cost of strengthening and improving the existing teacher training institutions would be Rs. 20 crores.

(4) *Model Primary Schools*: It is proposed to establish 5,000 model primary schools, one in each community development block. The cost of a model school (with an enrolment of 300) would be Rs. 1.55 lakh non-recurring and Rs. 2 lakhs recurring or Rs. 3.5 lakhs in all. On this basis, the total amount required for this programme would be Rs. 175 crores. This excludes the cost of hostels (Rs. 1.0 lakh per school) and scholarships (Rs. 1.5 lakhs per school) or Rs. 125 crores for the Plan Period. This will be appropriately shown under scholarships.

(5) *Improvement of Selected Schools*: It is proposed to upgrade primary and middle schools with an enrolment of 300 and above to optimum levels. For this purpose, a grant-in-aid of Rs. 10,000 would be given to each school for the Plan Period as a whole. For 60,000 schools, the total cost of this programme would be Rs. 60 crores.

(6) *General Improvement of Primary Schools*: It is proposed to give a grant-in-aid of Rs. 1,000 to each primary school, on an average, to raise it to prescribed minimum levels. For 5,40,000 primary schools, the cost of the programme would be Rs. 54 crores.

The total cost of the programmes of qualitative improvement at the primary and middle school stage would, therefore, be as follows:

<i>Item</i>	<i>Amount</i> (Rs. in crores)
(1) Work Experience	170
(2) Science Education	29
(3) In-service Education of Teachers	66
(4) Establishment of new Training Institutions	11
(5) Strengthening of existing Teacher Training Institutions	20
(6) Model Primary Schools	175
(7) Improvement of Selected Schools	60
(8) General Improvement of Schools	54
TOTAL	585

Total Cost

42. The total cost of the quantitative and qualitative programmes in primary and middle school education would, therefore, be Rs. 1,575 crores (Rs. 990 crores for expansion and Rs. 585 crores for quality).

43. It must be noted that, as between the different States, the total expenditure on the programme will vary immensely and in many States, it will not be possible to fit it within the State Plans on the traditional pattern. The possibility of keeping this expenditure as the first charge on the plan as a whole and then making the necessary funds available to each State outside its plan should, therefore, be explored.

VI

EXPANSION AND IMPROVEMENT OF SECONDARY EDUCATION

44. So far, the practice has been to assume a three-year course in Secondary Education (classes IX-XI) and to plan accordingly. It has now been decided to adopt the uniform pattern of 10+2+3 or a four-year course of secondary education

(classes IX-XII). For convenience of comparison, however, it is proposed to continue the earlier practice of costing and estimation and to deal with enrolments and costs of the twelfth year under a separate section on the adoption of the uniform pattern of 10+2+3.

45. A programme at this stage which is proposed to be emphasised is that of diversification or vocationalisation. This also will be dealt with in a separate section.

46. This section will, therefore, deal only with expansion (classes IX-XI) and qualitative improvement of secondary education.

Broad Guidelines

47. In the earlier plans, a major difficulty faced has been the paucity of resources allocated to secondary education so that most of the funds available for the secondary sector were spent on mere expansion, resulting in a deterioration of standards. The strategy to be adopted in the Fifth Plan should, therefore, be based on the following guidelines:

- (1) A higher priority and larger allocation should be given to the secondary sector.
- (2) While universal coverage is to be attempted in the age-group 6—14, the passage from middle school to secondary education should be dependent on performance at prescribed levels.
- (3) The existing indiscriminate expansion of secondary schools should be controlled. New schools should be opened on a planned basis so that they become viable, economic and efficient. Proper conditions of recognition should be laid down for all secondary schools and should be strictly enforced. Private managements of secondary schools should be required to contribute a prescribed proportion of the total cost. The over-emphasis on private enterprise which has characterised the past policies should be abandoned and the State should assume direct responsibility for further expansion of secondary education.
- (4) Vocationalisation should be emphasised so that the enrolments in general education are correspondingly slowed down.

- (5) As institutional full-time secondary education tend to get limited, correspondence courses should be started for all those who do not get enrolled in secondary schools but desire to study further. It should also be possible for private candidates to appear at all Board Examinations.

Expansion

48. On the basis of the current trends, the Planning Commission has estimated that, in the Fifth Plan, the additional enrolment in classes IX-XI will be 40 lakhs (25 lakhs of boys and 15 lakhs of girls) as shown below:

Year	Enrolment in lakhs		
	Boys	Girls	Total
1950-51	10.2	1.6	12.1
1955-56	16.5	3.3	19.8
1960-61	24.7	5.6	30.3
1965-66	40.1	11.8	51.9
1968-69	49.5	16.3	65.8
1973-74 (estimated)	71.0	26.0	97.0
1974-79 (projection)	96.0	41.0	137.0

This shows that the additional enrolments and average annual rates of growth (simple interest) are as follows:

	Additional Enrolment in lakhs			Average Annual Enrolment of Growth (simple interests)		
	Boys	Girls	Total	Boys	Girls	Total
I Plan	6.3	1.4	7.7	12.3	14.7	12.7
II Plan	8.2	2.3	10.7	9.9	15.9	10.6
III Plan	15.4	6.2	21.6	12.4	22.1	14.2
Three Annual Plan Years	9.4	4.5	13.9	7.8	12.7	8.9
IV Plan (estimated)	21.5	9.7	31.2	8.7	11.9	9.5
V Plan (projection)	25.0	15.0	40.0	7.0	11.6	8.2

It will be seen that the Planning Commission has assumed that the annual average rates of additional enrolment will

continue to fall. It is also possible to argue that they will rise because of the effort to expand primary and middle school education. However, we might accept the estimates with a proviso that they are rather conservative.

Costs of Expansion

49. The cost of a student at the secondary stage, during a Plan Period, may be taken at Rs. 800 (Rs. 200 non-recurring and Rs. 200 recurring). For an additional enrolment of 40 lakhs of students on a full-time basis, a sum of Rs. 320 crores would be needed in the Fifth Five-Year Plan for expansion alone. As the total allocation is not likely to exceed Rs. 400 crores, it is obvious that the allocation for expansion programmes will have to be restricted to Rs. 200 crores only. This implies that supplementary efforts would be needed to enlist local support for construction of school buildings and provision of equipment and that private enterprise would be required to raise larger contributions from its own resources. The question of development fees from students will also have to be examined. In areas which are already well provided with secondary education, steps may have to be taken to see that no new government schools are opened and that no grant-in-aid is given to private schools newly opened.

Programmes of Qualitative Improvement

50. The following programmes of qualitative improvement of secondary education will have to be developed during the Fifth Five-Year Plan Period:

(1) *Model Comprehensive Secondary Schools*: It has been decided to establish a model comprehensive secondary school teaching classes VI-XII in each district. The cost of each such model comprehensive secondary school may be taken at Rs. 20 lakhs during the Plan period (Rs. 8 lakhs non-recurring and Rs. 4 lakhs recurring). For 320 schools, the total expenditure required would be Rs. 64 crores. This excludes the cost of hostels (Rs. 4 lakhs per school) and of scholarships (Rs. 6 lakhs per school) or Rs. 32 crores which will be provided under scholarships.

(2) *Improvement of Selected Schools*: It is proposed to strengthen and improve 10% of the secondary schools. These

would include the larger and the more viable institutions, properly distributed in all parts of the country. In addition to whatever local support may be raised for the programme, it is proposed that a grant-in-aid of Rs. 40,000 per school should be made available. For 5,000 schools (10% of the total number of 50,000 schools), the total cost is estimated at Rs. 20 crores.

(3) *Improvement of Other Schools:* For the improvement of other viable secondary schools, estimated at about 22,000 a provision of Rs. 22 crores is proposed at Rs. 10,000 per school.

(4) *Text-book Libraries:* In order to make text-books accessible to all students, it is proposed to develop a programme of text-book libraries in secondary schools. A sum of Rs. 15 crores is being provided for this purpose which work out roughly at Rs. 11 per student in enrolment.

(5) *Science Education:* For improvement of science education at the secondary stage, it is proposed to provide a sum of Rs. 10,000 each for 30,000 schools (out of a total of 50,000). This will mean a total of Rs. 30 crores.

(6) *Training of Teachers:* For strengthening the pre-service education of teachers in areas like Assam and West Bengal, where the existing facilities are inadequate, a sum of Rs. 2 crores is provided. For improving the existing training institutions (which number about 300), a sum of Rs. 6 crores has been provided at Rs. 2 lakhs per institution. An additional sum of Rs. 20 crores is being provided for providing in-service education for secondary teachers which has a very high priority. The programmes of teacher training would, therefore, need a provision of Rs. 28 crores.

(7) *Other Programmes:* For development of other programmes, such as provision of vocational guidance, improvement of facilities for games and sports, improvement of libraries in secondary schools and development of programmes among the non-student youth in the locality, special programmes for the education of girls, a lump sum provision of Rs. 18 crores is proposed.

Total Costs

51. It will thus be seen that the total provision proposed for expansion and improvement of secondary education in the Fifth Plan would be Rs. 400 crores as under:

<i>(Rs. in crores)</i>	
1. Expansion of facilities	200
2. Model Comprehensive Secondary Schools in each district	64
3. Improvement of selected 10% schools	20
4. Improvement of Other schools	22
5. Provision of Text-book Libraries	15
6. Science Education	30
7. Training of Teachers	28
8. Other Programmes	21
TOTAL	400

This does not include funds required for the adoption of the uniform pattern of school and college classes (10 + 2 + 3) and vocationalisation of secondary education, which are provided for separately.

VII

VOCATIONALISATION OF SECONDARY EDUCATION

Significance

52. One of the major weaknesses of the present educational system is that 'secondary education fits a boy for a college and almost unfits him for everything else'. In any well designed national system of education, secondary education has two specific objectives :

- (a) to prepare a student for the University; and
- (b) to become really terminal and prepare a student for some vocation in life.

However, the whole programme is so arranged that the majority of the students go in the vocational courses and the pressures on university admissions are considerably reduced. In our

educational system, on the other hand, a vast majority of students (91%) go in for courses whose main objective is to prepare for the university and our enrolments in vocational courses at the secondary stage (about 9% of the total enrolment) are among the lowest in the world. This is why the Education Commission held great emphasis on the vocationalisation of secondary education. This programme must be attempted on a priority basis and in a big way in the Fifth Five-Year Plan.

Programmes

53. The following measures are needed from this point of view:

- (1) A common course of general education will have to be provided till the end of class VIII or age 14 for all children. But thereafter, the first attempt at vocationalisation should be made; and those students who want to enter the world of work quickly or have no aptitude for further studies in general education, may be diverted into appropriate vocational courses at the end of the middle school stage. The Education Commission estimated that it should be possible to divert 20% of the age-group into vocational courses at this stage.
- (2) In classes IX and X, as has been mentioned earlier, the teaching of a socially useful and productive craft or trade should be compulsory for all students. This will make it possible to divert a further proportion of students into appropriate vocational courses at the end of class X.
- (3) At the higher secondary stage, our objective should be, as the Education Commission recommended, to divert about 50% of the students into suitable vocational courses.

Main Difficulties

54. The main difficulties in the way of implementing this reform (which was also recommended by several commissions earlier) are the following and due measures would have to be taken to overcome them:

- (1) The vocational courses at the secondary stage have now been largely devised for the organised industrial sector only (ITIs and Polytechnics). There are limited oppor-

tunities for employment in this sector. The main attempt in the field, therefore, is to change the character and quality of education in these institutions so as to assist the student to be self-employed. Necessary infrastructure for the provision of capital and tools, supply of raw materials and marketing of finished goods will also have to be created.

- (2) In the agricultural sector, hardly any attempts have been made to provide appropriate courses of education and there are very few institutions which correspond to ITIs or Polytechnics in the modern industrial sector. It is this area which will have to be largely explored and apart from training people for jobs under government or in agro-based industries, training programmes will have to be organised for enabling young men to take to agriculture and allied industries as a profession or personal enterprise.
- (3) Even in the services sector, there is enough scope for expansion in secretarial services and in paramedical personnel. Detailed work would have to be done in these sectors also.

55. This programme will be facilitated if estimates of manpower requirements for education at the secondary stage in different vocational courses are prepared and continually revised. They can be adopted as a basis of organising vocational programmes at this stage. This task will have to be attempted at the state level and preferably, with the district as the unit.

56. Links should be built between vocational courses at secondary stage and vocational or general courses at the university stage so that, if some students who have chosen a vocational career at the secondary stage desire to study further in vocational or general courses at the university stage, it should be possible for them to do so after certain further education or orientation, where necessary. Such links will encourage students to adopt vocational courses at the secondary stage itself.

57. The large wage differential which now exists between vocationally trained persons at the secondary stage and those educated at the university stage (whether in general or vocational courses) will have to be reduced so that the trend to adopt vocational courses at the secondary stage is strengthened.

58. Obviously, these programmes of vocationalisation will have to be jointly developed by the Ministry of Education and Social Welfare at the Centre in collaboration with the Ministries of Agriculture, Health, Home and Labour and Employment. At the State level, there will have to be similar but intimate coordination between the corresponding departments. At present, no adequate machinery for this purpose exists either at the Centre or in the States. This will have to be created on a priority basis.

Costs

59. The estimated cost of the programme will be as follows:

- (1) *Teaching of Craft in classes IX—X*: The arrangements for teaching of craft or trades in classes IX-X will have to be made in all secondary schools. The costs will vary depending upon the size of the school, the craft or trade selected, etc. Some facilities for this already exist in multi-purpose and other schools. On the whole, it has been assumed that these arrangements will have to be made in 40,000 schools and that the cost per school may be Rs. 20,000 for the plan period. The total expenditure required will thus be Rs. 80 crores.
- (2) *Vocationalization at the Higher Secondary Stage*: Here the largest programmes will have to be developed in agriculture (in the Ministry of Agriculture), in health (in the Ministry of Health) and in the industrial sector (in the Ministry of Labour and Employment and in Technical Education). Provisions of teacher-training has already been made separately. For the residual courses, it is proposed to make a provision of Rs. 20 crores.

The total cost of the programme is thus estimated at Rs. 100 crores.

60. In view of the importance of the programme and the need to develop it simultaneously in all States and Union Territories, it is for consideration whether the programme should not be included in the centrally-sponsored sector.

VIII

ADOPTION OF A UNIFORM PATTERN OF SCHOOL AND COLLEGE
CLASSES (10+2+3)

61. The problem of the pattern of school and college classes does not specifically fall in any one stage of education. In fact, it is a reform which covers all stages of educational and especially the secondary and higher. It would, therefore, be convenient to deal with it separately and as a programme by itself.

62. The Education Commission recommended that a uniform pattern for school and college classes, namely, 10+2+3, should be adopted. This is a major recommendation which has also been accepted as a part of the National Policy on Education. The pattern has already been adopted in the States of Kerala, Andhra Pradesh and Mysore. A definite attempt should be made to introduce it in all States and Union Territories before the end of the Fifth Plan.

Main Implications

63. The following are the main implications of this proposal:

- (1) *Addition of one year at the under-graduate stage:*
In Uttar Pradesh, the existing pattern is 10+2+2. Here, one year will have to be added at the under-graduate stage.
- (2) *Addition of one year at the higher secondary stage:*
In Madhya Pradesh and Delhi Union Territory, the existing pattern is 11+3, all secondary schools being of the higher secondary pattern. Here, an examination will have to be introduced at the end of class X and one year will have to be added at the higher +c-ondary stage to adopt the new pattern of 10+2 3. Similarly, in the States of Haryana, Himachal Pradesh, Jammu and Kashmir, Maharashtra (Marathwada and Vidarbha region), Manipur, Rajasthan, Punjab, Tripura, West Bengal and the Union Territories of A & N Islands and Chandigarh, the present pattern is 10+1+3. Here also, one year will have to be added at the higher secondary stage.

- (3) *No addition of a year but structural changes needed* : In the States of Bihar, Gujarat, Maharashtra (Western Maharashtra region only), Orissa, Tamil Nadu and in the Union Territory of Pondicherry, the existing pattern is broadly 11+1+3 (in the city of Bombay it is 11+2+2). Here, no additional year would be required but some structural changes will be needed to adopt the new pattern.
- (4) *Reduction of one year* : In the States of Assam, Meghalaya, Mizoram and Nagaland and in the Union Territory of Arunachal, the existing pattern is of 16 years. Here, there will be a reduction of one year while adopting the new pattern and also some structural changes will be needed.
- (5) The States of Andhra Pradesh, Kerala and Mysore have already adopted the new pattern, but will need assistance for programmes of qualitative improvement and vocationalisation at this stage.

Implementation

64. In adopting the new pattern, the following broad considerations may be kept in view :

- (1) The first degree course should invariably be of three years.
- (2) The total period of school stage should be not less than 12 years. The best form in which it could be organised is 10+2; but some latitude may be permitted in the initial stages, and the States may be allowed to have, if they so desire, a pattern of 11+1. Even if some States, like Assam, desire to retain the existing period of 13 years for their school stage, they may be allowed to do so.
- (3) Where the pattern of 10+2+3 is adopted, the two-year higher secondary stage may be located in schools or in colleges or in both.
- (4) There should also be a flexibility about the arrangements to be made for the conduct of the examinations at the end of classes X and XII, although it would be desirable to make the examination at the end of Class X a school examination and to entrust the examination at the end of Class XII to a specially constituted Board.

65. The adoption of this uniform, pattern is necessary for improving standards, for diversification and vocationalisation of the higher secondary stage and from the point of view of national integration. It is, therefore, proposed that this pattern should be adopted uniformly in all States and Union Territories, preferably from 1974-75, the period from now to the end of 1973-74 being utilised for making the necessary preparations.

66. Some States are contemplating changes in the pattern which are not in keeping with this National Policy. They are requested to see that they do not introduce any change except in the direction of adopting this National Policy on the subject.

67. It is also necessary to emphasize that, once the pattern is adopted uniformly, there should be some statutory basis to ensure that, in future, it would not be unilaterally changed by any State.

Costs

68. The costs of the programme will be as follows:

- (1) The enrolments in and the costs of the present PUC-year will have to be dealt with as a part of this programme. In some States, it represents the twelfth year and in some, the eleventh year. Where it represents the twelfth year, no additional costs are involved as a result of the change of pattern. But some provision will have to be made for the normal increase in enrolments. This has been estimated at Rs. 10 crores.
- (2) Where the present PUC-Year represents the eleventh class, this will also have to be considered here and provision will have to be made for (a) normal increase in its enrolments, (b) for addition of twelfth year. This has been estimated at Rs. 40 crores.
- (3) In U.P. a year will have to be added at the under-graduate stage. Although this cost does not fall at the higher secondary stage, it has been included here as a part of the adoption of the new pattern. This has been estimated at Rs. 20 crores.
- (4) Structural changes will also have to be carried out in most States as a result of the adoption of the new pattern. These will include the creation of an appropriate machinery, the transfer of a class from a second-

ary school to a college or *vice versa*, and the strengthening of selected high schools and colleges. The cost of this part of the programme has been estimated at Rs. 20 crores.

- (5) Additional cost will also be required for improvement programmes in these States where the pattern has already been adopted. This has been estimated at Rs. 10 crores.

The total cost of the programme is, therefore, estimated at Rs. 100 crores.

69. It is also for consideration whether, in view of the significance of the programme and the need to implement it simultaneously in all States and Union Territories, it would not be worthwhile to include it in the Centrally Sponsored Sector.

IX

HIGHER EDUCATION

70. The most important question to be tackled at this stage is the manner in which claims of expansion and qualitative improvement are to be reconciled.

Guidelines in Relation to Expansion

71. The following broad guidelines may be adopted in relation to expansion:

- (1) The adoption of the new pattern of 10+2+3 and the institution of a fairly rigorous and broadly uniform test at the end of Class XII will indirectly curb indiscriminate expansion and help to raise standards in higher education.
- (2) The vocationalization of the secondary stage will also help to reduce pressures on university admissions.
- (3) It is necessary to tighten the process of establishing new colleges. This will involve several measures such as : (a) initiative in establishing new colleges should be taken by Government and not left mostly to private enterprise as at present; (b) no private college should be permitted to come into existence unless the management is prepared to meet 25 per cent of the cost ;

- (c) rigorous conditions should be laid down for affiliation and strictly enforced: and (d) the location of new colleges should be carefully planned so that they become large, viable, economic and efficient units.
- (4) The different districts of the country should be surveyed. In districts where the existing facilities are adequate, further expansion should be slowed down or stopped. But expansion will have to be accelerated in areas where the present position of higher education leaves much to be desired.
- (5) Special measures will have to be adopted to increase the access of under-privileged groups to higher education.
- (6) The proposal made in (3) above will curtail the facilities for full-time higher education in colleges. But this does not necessarily mean that the expansion of higher education need be adversely affected. The restriction on facilities in full-time institutions should be compensated for by a very large expansion of facilities for part-time education, correspondence courses or self-study. Similarly, it should be possible to appear at all university examinations as private candidates. The open university should be established.

Expansion

72. Leaving out the PUC class, which is at present included in the higher education and which, in the new system, will be treated as equivalent to the higher secondary stage, it appears that the enrolments at the university stage, at the end of the Fourth Plan (1973-74) would be 24 lakhs, of which 22 lakhs would be at the under-graduate stage and 2 lakhs at the post-graduate stage. On the basis of the present trends, it has been estimated that these enrolments would rise to 47 lakhs—43.5 lakhs at the under-graduate stage and 3.5 lakhs at the post-graduate stage. It must be noted, however, that even now there are some indications that the rate of expansion in higher education is slowing down. Moreover, the reforms discussed in the earlier paragraph will also have their own effect. All things considered, it appears that the enrolments in higher education may reach 40 lakhs at the end of the Fifth Plan (1978-79). If special efforts are made to expand post-graduate education this is absolutely necessary—these enrolments may be divided as 35 lakhs at the under-graduate stage and 5 lakhs at the post-

graduate stage. The total additional enrolments in higher education, during the Fifth Year Plan period, would thus be 16 lakhs. This has been shown in the following table:

Year	Enrolments (in lakhs)		Total
	Under-Graduate	Post-Graduate	
1973-74	22.00	2.00	24.00
1974-75	24.60	2.60	27.20
1975-76	27.20	3.20	30.40
1976-77	29.80	3.80	33.60
1977-78	32.40	4.40	36.80
1978-79	35.00	5.00	40.00

73. The comparative increase in enrolments at the post-graduate stage has been shown in the above statistics. What they do not reflect, but what is equally necessary, is a greater emphasis on courses in science and professional courses, enrolments in which will have to be increased *vis-a-vis* courses in humanities and social sciences.

74. If all this additional enrolment of 16 lakhs is to be provided seats on a full-time institutional basis, the expenditure required at Rs. 2500 per student (Rs. 700 non-recurring and Rs. 600 recurring) would be of the order of Rs. 400 crores. This is almost all the allocation that higher education is likely to have. It is, therefore, necessary to consider ways and means of reducing the expenditure on mere expansion. One effective way would be to divert a large number of students in correspondence courses, etc. At the end of the Fifth Plan, we might expect about a third of the students enrolled in higher education to be in correspondence courses and in programmes of private study. If this were possible, the expenditure required for expansion of higher education could be reduced to Rs. 100 crores. The expenditure on correspondence courses has not been included in these estimates because, as the experience of the Delhi University shows, these can be self-supporting.

75. **Programmes of Qualitative Improvement :** The following are among the major programmes of qualitative improve-

ment that will have to be developed in higher education during the Fifth Five Year Plan:

- (1) *University Development*: Post-graduate education should be developed mainly in the universities and in university centres. From this point of view a programme of strengthening university departments should be taken up. Some new universities will also have to be established (it is estimated that about 15 new universities may have to be established in the Fifth Plan). A greater emphasis should, however, be placed on the establishment of university centres and a programme should be drawn up for establishing them in localities where multiple colleges of a given standard exist. A fair target may be the establishment of 50 university centres during the Plan period. For these programmes, a total provision of Rs. 100 crores has been made.
- (2) *Centres of Advanced Study*: The programme of Centres of Advanced Study will have to be suitably expanded, the target being to have a hundred Centres of Advanced Study. Assistance to each Centre will also have to be increased. A provision of Rs. 20 crores is proposed for the programme.
- (3) *Research* : More vigorous steps are needed for promotion of research. A provision of Rs. 30 crores is recommended for the purpose. This will include a provision of Rs. 10 crores for the ICSSR and Rs. 2.5 crores for the ICHR. This allocation is exclusive of the funds that will flow from the Department of Science and Technology into the university system. It is assumed that the minimum allocation available for this purpose would be Rs. 15 crores per year.
- (4) *Student amenities*: Intensive efforts are needed to improve student amenities. A special programme would be to build up adequate textbook libraries in all colleges and universities. A second programme would be to establish academic centres where facilities for study through the provision of books, tapes, films, radio, tutorial instruction, short-term courses, etc. would be available. These would be open to students under full-time instruction as well as to those who are studying under programmes of part-time education correspondence courses or self-study. Hostel facilities will

also have to be increased. Their management will have to be improved and the costs reduced. A provision of 50 crores has been proposed for these and other programmes of student amenities.

(5) *Improvement of Colleges* : Vigorous steps will have to be taken to improve colleges. The following programmes would be relevant in this context :

- (a) As stated earlier, over-dependence on private enterprise, which has characterised our policy in the past should be given up and the initiative in establishing new colleges should be taken, where necessary, by the universities. No new private college should be allowed to be started unless it fulfils all the conditions of affiliation (which, as stated above, should be made more rigorous) and unless it can bear a prescribed percentage of the recurring cost of the college.
- (b) The programme of autonomous colleges should be implemented vigorously and an attempt made to set up a fairly large number of autonomous colleges in all parts of the country. By the end of the Fifth Five Year Plan, at least 5% of the colleges should be made autonomous.
- (c) About 10% of the colleges should be selected for intensive development and given a grant-in-aid of Rs. 10 lakhs for the Plan period. For the 400 colleges, this programme will cost Rs. 40 crores. The autonomous colleges would necessarily be covered in this programme.
- (d) Assistance should be given to every viable college to improve its programmes and facilities, especially for students. A viable college should be defined as one which has certain minimum enrolments, has fulfilled the minimum conditions that may be prescribed in this regard and attained a certain standard. A grant-in-aid of Rs. 1 to 3 lakhs should be given to every viable college during the Plan period according to merits. Assuming that about 1,000 colleges will qualify for this and that the average grant will be Rs. 2 lakhs for the Plan period, the total cost of this programme would be Rs. 20 crores.

The total expenditure on improvement of colleges would thus be Rs. 60 crores.

- (6) *Summer Institutes* : A programme of Summer Institutes for university and college teachers should be developed on a large scale. The target may be to organize 4,000 summer schools in the plan period. As Rs. 50,000 per summer school, the cost of the programme would be Rs. 20 crores.
- (7) *Science Service Centres* : It is proposed to establish four Science Service Centres where the most up to date facilities for research (including highly sophisticated and costly equipment) will be available and where teachers would be encouraged and assisted to undertake high level research. A provision of Rs. 10 crores is proposed for this programme.
- (8) *National Library Centres* : Similarly it is proposed to establish four large National Library Centres where the best facilities for research would be made available and which the teachers would be encouraged and assisted to utilise in their studies. A provision of Rs. 10 crores has been proposed for this programme.

Total Costs

76. The total cost of programmes of higher education proposed in this Section would be Rs. 45 crores as indicated below :

	<i>Rs. in crores</i>
1. Programmes of Expansion	100
2. University Development	100
3. Centres of Advanced Study	20
4. Research	30
5. Student amenities (including text books libraries, academic centres and hostel facilities)	50
6. Improvement of Colleges	60
7. Summer Institutes	20
8. Science Service Centres	10
9. National Library Centres	10
TOTAL	400

NATIONAL SCHOLARSHIPS POLICY

77. It is necessary to define a National Scholarships Policy and to implement it in the Fifth Five-Year Plan.

78. The proposed National Scholarships Policy can be conveniently discussed under two heads:

- (a) Scholarships given on merit for talented students from the society as a whole;
- (b) scholarships given on merit, but within the most under privileged groups in society.

I. Scholarships on Merit

79. These fall into several categories:

- (a) *Overseas Scholarships* : Until last year, the Government of India did not have any programme of overseas scholarships for talented students except those which were offered by friendly countries. Now our own programme of Overseas Scholarships has been introduced, although on a very limited scale. In this category, two changes are called for. The first is to ensure that overseas scholarships which are offered by friendly countries are utilised to train essential manpower for development for whose training adequate facilities are not available in the country itself. The second is to expand the national programme of overseas scholarships and to utilise it to the full in the most significant gaps in our present training programmes. Detailed schemes on these lines will have to be worked out and included in the Fifth Plan.
- (b) *National Scholarships* : The second category is that of National Scholarships. At present, the number of awards made in this category is 10,000 a year. The number of scholarships needs considerable increase and provision for this will have to be made in the Fifth Plan.
- (c) *Loan Scholarships* : Then comes the category of Loan Scholarships. At present the number of awards made is 20,000 per year. Here also, two main changes are required. The first is the streamlining of administration to ensure that the scholarships provided are properly

utilised and paid in time to the students. The second is to ensure that the amount of scholarships is duly recovered so that a rolling fund is set up.

- (d) At the secondary stage, the responsibility for providing the necessary scholarships is left to the State Governments. But, by and large, the States scholarships programmes are limited in size and inadequate. They will have to be expanded considerably in the Fifth Plan.
- (e) During the Fourth Plan, the Government of India has introduced a scheme of Merit Scholarships under which two scholarships at the secondary stage are given per development block. Some State Governments have provided matching funds to increase the number of awards. This is a very promising programme which will have to be further expanded in the Fifth Plan.
- (f) There was a limited programme of Merit Scholarships in residential schools (including public schools). This has now been expanded to cover 25 per cent of the enrolment in these institutions. The proper development of this scheme will be an important programme for the Fifth Plan.
- (g) There is at present a limited programme of scholarships for children of primary and secondary teachers. This needs considerable expansion in the Fifth Plan.

In the case of all these scholarships, adequate steps will have to be taken to ensure, not only that the scholarship holders get admissions to good institutions. A placement and more intensive follow-up programme is called for.

80. The possibility of streamlining the administration of scholarships through the establishment of special autonomous Boards, both at the Centre and in the States, will also have to be explored.

II. Scholarships for Scheduled Castes and Scheduled Tribes

81. The second important category of scholarships is that meant for the under-privileged groups of society. The most important scholarships in this sector are those for Scheduled Castes and Scheduled Tribes.

82. At the secondary stage, these are provided by the State Governments in their own plans. In some States, the provision

is fairly liberal and generally adequate, while in others, it is very meagre. Steps will, therefore, have to be taken to see that scholarships at the secondary stage for the Scheduled Castes and Scheduled Tribes are adequately provided for in all areas in the Fifth Plan.

83. At the university stage, these scholarships are provided entirely by the Centre. About 2,00,000 scholarships are being awarded at present (1,70,000 for Scheduled Castes and 30,000 for Scheduled Tribes). The main changes required in the system are:

- (1) The scholarships are largely being utilised by certain sub-castes amongst the Scheduled Castes and by some tribes, while there are several Scheduled Castes and a large number of tribes which have received little benefit from this programme during the last 25 years. An effort will have to be made to identify these more neglected groups even among those under-privileged sections and to see that they receive the benefit of these scholarships to a much larger extent than in the past.
- (2) It is necessary to identify talented students from among the Scheduled Castes and Scheduled Tribes and develop for them a special programme of scholarships on a larger value (which would cover all costs), placement and personal attention.

The funds needed for this programme are provided in the Social Welfare Plan.

III. Scholarship for the most under-privileged groups of society

84. There are several extremely under-privileged groups in society, such as landless agricultural labourers, who deserve a similar programme of scholarships but have no facilities at present (except to a limited extent in some States). It is, therefore, necessary to introduce a programme of scholarships for the most under-privileged sections of the society, other than the Scheduled Castes and Scheduled Tribes. What is even more important is that we must look forward to a time when backwardness could be defined without reference to caste or birth and all deserving backward class students so defined should be eligible for a general scholarships programme from the middle school stage to the university.

85. From both these points of view, it would be desirable to introduce, in the Fifth Five Year Plan, a programme meant for the most under-privileged sections of the community defined on socio-economic considerations unrelated to caste or birth or religion. Some beginning in this direction would have been made in the scheme of the model secondary and primary schools. But this will have to be supplemented by a large programme initiated by the State Governments.

86. If this programme for the most under-privileged sections of the society (other than Scheduled Castes and Scheduled Tribes) operates side by side with that for Scheduled Castes and Scheduled Tribes, it may be possible, at some later stage, to merge both the programmes together and create a common programme of National Scholarships, from the middle school to the university stage, for all under-privileged sections of the society, including the Scheduled Castes and Scheduled Tribes. For some time, a special consideration may have to be shown to Scheduled Castes and Scheduled Tribes even in this programme. But ultimately there would emerge only a common programme for the most under-privileged groups defined on the basis of socio-economic criteria, unrelated to caste, religion or birth.

87. **Costs :** It is proposed to make the following provision for this programme in the Fifth Five Year Plan:

	<i>(Rs. in crores)</i>
(1) Hostels and scholarships in model primary schools	32
(2) Hostels and scholarships in model secondary schools	152
(3) Strengthening the general scholarships programmes at school stage	20
(4) Strengthening the scholarships programme at the university stage	30
Total	207

ESTABLISHMENT OF NEHRU YOUTH CENTRES AND THE INFORMAL EDUCATION OF THE YOUNG

88. Another very important programme to be included in the Fifth Plan on a priority basis would be the provision of informal education of youth in the age-group 14-25 and the establishment of the Nehru Youth Centres. To begin with,

there would be one Nehru Youth Centre in each district. A hundred such Centres are being established in November 1972; and all districts would be covered by the end of the Fourth Plan. The main programme for the Fifth Plan would be to expand the scheme to cover all areas, both urban and rural.

89. It is envisaged that the Youth Centres will provide services divided into two types. The first is: enterprises and programmes, which the Youth Centres will launch themselves; in other words the Youth Centre will itself take initiative both in planning and implementation of programmes. The second is: assistance and advice extended to resident groups and organisations who, in turn, take responsibility in their activities.

90. Major programmes of the Youth Centres may be holding of youth classes, especially for those youth who do not enter upper secondary schools. Such youth classes may deal with courses on current topics, trade, politics, economics and general science and include discussion on all problems that concern youth as well as various regular and short-term courses, especially designed to develop special skills of young men and women and to involve them in the production process. The Centres may also hold exhibitions and science fairs and organize physical education and recreation, educational film shows, publication of youth bulletins, provision of library facilities through the aid and assistance of the Raja Rammohan Library Foundation (including running of mobile library services in the rural community), and programmes for the promotion of health, sanitation, and adult literacy.

91. It is obvious that it would be in the interest of economy and efficiency to link this programme closely with the educational system. Such linkage will benefit not only the youth programme but the school system also. The following may be suggested from this point of view:

- (1) The universities have an important role to play in this programme; they can serve as brain trusts for it and assist in planning and servicing. They could also help in the training of key personnel.
- (2) The colleges also can play a useful role by linking their national service activities with the development of programmes of informal education among the non-student youth.

- (3) The Nehru Yuvak Kendra in the district will work in close collaboration with the model secondary school in the district. Later on, it will establish branches which will work closely with the model primary schools in each community development block.
- (4) At a subsequent stage, the programme will have to be spread to all educational institutions which, apart from providing full-time education for some students, will also undertake programmes of part-time and informal education for non-student youth. This would help them to develop their programmes of work-experience and social service more effectively.

92. One of the major objectives of this programme would be to liquidate illiteracy among the youth (age group 15-25). The programme can be best organised by training youth leaders and using them to make their peers literate and also to give them general education in citizenship.

93. A provision of Rs. 50 crores is proposed for this programme.

XII

99. *Cultural Programmes:* For the development of Cultural
ADULT LITERACY

94. A major impact on the problem of illiteracy will be made by some of the programmes discussed earlier, viz., (1) effective provision of universal primary education for all children in the age-group 6-14, (2) provision of part-time education immediately to all children in this age-group who cannot attend school on a whole-time basis and (3) the development of a youth movement in the age-group 15-25.

95. In addition, programmes of adult literacy will also have to be developed. The objectives of this programme should be to ensure that any group of adult illiterates who desire to learn, is provided with opportunities to do so. These programmes may be organised most effectively in connection with such developmental programmes as agricultural improvement, employment schemes in the rural and urban sectors, etc. A provision, of Rs. 10 crores is proposed for this scheme.

96. It is also for consideration whether it should not be made obligatory on every graduate (or even a matriculate) to make a certain number of persons literate before he gets a degree (or is allowed to get his examination certificate). This would give a great fillip to the programme.

XIII

OTHER PROGRAMMES

97. **Language Development:** A major programme of language development including preparation of books in Indian languages for use at the university stage has been initiated in the Fourth Five-Year Plan. This will have to be continued and developed further in the Fifth Plan. A provision of Rs. 50 crores is proposed for this scheme.

98. **Games and Sports:** For programmes of games and sports, a provision of Rs. 10 crores has been proposed.

99. **Cultural Programmes:** For the development of Cultural programmes in education, a lump sum provision of Rs. 20 crores has been proposed.

100. **Text Book Presses:** It is proposed to establish text-book printing presses so that every State has at least one special press for the programme. A sum of Rs. 20 crores is provided for this programme.

XIV

STRENGTHENING OF ADMINISTRATION

101. The administrative machinery in education is far from satisfactory. It has not been adequately strengthened during the last 25 years even to meet the tremendous expansion that has taken place. What is more important, it is not at all in a position to plan and implement the large scale programme of expansion and qualitative improvement which is visualised in the Fifth Five-Year Plan. Steps will, therefore, have to be taken to strengthen the administrative machinery suitably, both at the Centre and in the States.

102. In the States, the main points of emphasis would be to strengthen the machinery at the district level and to provide for adequate delegation of authority. All academic programmes and the State Institutes of Education will have to be strengthened. There should also be an emphasis, not so much on increasing the number of officers, as on providing better officers and to give them the necessary professional training.

103. At the Centre, the Ministry of Education would have to be suitably strengthened to pursue the implementation of the new educational programmes. The National Staff College for Educational Planners and Administrators will have to be developed and assisted to work closely with the State Education Departments. The role of the NCERT will have to be similarly strengthened.

104. A very important measure is, as stated earlier, the improvement of training of teachers. For this, State Boards of Teacher Education will have to be established in all States and a National Council of Teacher Education at the Centre.

105. A provision of Rs. 33 crores has been proposed for this sector.

XV

FINANCIAL IMPLICATIONS

106. The detailed financial implications of each of the programmes suggested in this paper are being worked out. From the tentative estimates made so far, it appears that they will need a minimum investment of about Rs. 3,200 crores, as shown below:—

(Rs. in
crores)

1. *Pre-School Development*

(Total cost estimated Rs. 100 crores. Of this Rs. 75 crores will be in the Social Welfare Department.) 25

2. *Primary & Middle School Education*

Expansion

Salaries and allowances of teachers and contingent expenditure	825
Buildings	100

(Rs. in crores)

Equipment (excluding that for science and work experience)	20
Mid-day Meals	120
Free Supply of text-books and stationery	88
Grant of clothing and attendance allowances, etc	37
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	1190
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Less savings on account of the National Volunteer Service	200
(This excludes Rs. 60 crores provided in the Social welfare Plan)	<hr/>
	900
	<hr/>

Improvement

Work experience	170
Science Education	29
In-service education of teachers	66
Establishment of new training institutions	11
Strengthening of existing teachers-training insti- tutions	20
Model Primary Schools	175
Improvement of selected schools	60
General improvement of schools	54
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	585
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3. *Secondary Education*

Expansion of facilities	200
Model comprehensive Secondary Schools in each district	54
Improvement of selected 10% schools	20
Improvement of other schools	22
Provision of text-book libraries	15
Science Education	30
Training of Teachers	28
Other programmes	21
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	400
	<hr/>

(Rs. in crores)

4. Vocationalisation of Secondary Education (exclusive of provision in other Ministries)	100
5. Adoption of Uniform pattern of 10+2+3	100
6. <i>Higher Education</i>	400
Programme of expansion	100
University Development	100
Centres of Advanced Study	20
Research	30
Student Amenities (including text-book libraries, academic centres and hostel facilities)	50
Improvement of Colleges	60
Summer Institutes	20
Science Service Centres	10
National Library Centres	10
	400
7. Technical Education	200
8. <i>Other Programmes</i>	400
Scholarships (exclusive of the provision in the Deptt. of Social Welfare)	207
Youth Services	50
Adult Literacy	10
Language Development	50
Games & Sports	10
Cultural Programmes	20
Text-book Presses	20
Administration	33
	400
GRAND TOTAL	3,200

107. If this total allocation of Rs. 3,200 crores is made available in the Fifth Five Year Plan, the annual expenditure on education will increase from Rs. 1,250 crores (or 3.2% of the national income) to Rs. 2,250 crores (or 4.5% of the national income). If, to this is added the expenditure on educational programmes incurred by other Ministries, the total educational expenditure may come up to about 4.7% of the national income.

This will have to be in keeping with the decision to increase educational expenditure, the 6% of the national income by 1985-86.

108. A comparison of the proposed pattern of investment in the Fifth Plan has been compared with that in earlier years in the following table:—

Outlay/Expenditure on Education—Distribution between various sub-heads.

(Rs. in crores)

Sub-head	First Plan	Second Plan	Third Plan	Inter-regnum (1966—69)	Fourth Plan (1969—74)	Fifth Plan (1974—79)
1	2	3	4	5	6	7
Elementary Education (including Pre-School education)	85 (56)	95 (35)	178 (30)	65.3 (20)	234.74 (28.5)	1600 (50.0)
Secondary Education	20 (13)	51 (19)	103 (18)	52.6 (16)	118.32 (14.4)	600* (18.9)
University Education	14 (9)	48 (18)	87 (15)	77.0 (24)	183.52 (22.3)	400 (12.6)
Teacher Education	@	@	23 (4)	9.4 (3)	21.17 (2.6)	**
Social Education (including Youth Services)	5 (3)	4 (1)	2 (0)	2.1 (1)	8.30 (1.0)	60 (1.9)
Cultural Programmes		3 (1)	7 (1)	3.7 (1)	12.49 (1.5)	
Miscellaneous Schemes	9 (6)	23 (8)	64 (11)	30.7 (9)	11.875 (14.5)	340 (10.3)
Total—General Education	133 (87)	224 (82)	484 (79)	240.8 (75)	697.29 (84.8)	3000 (93.7)
Technical Education	20 (13)	49 (18)	125 (21)	80.7 (25)	125.37 (15.2)	200 (6.3)
Total—Education	153 (100)	273 (100)	589 (100)	321.5 (100)	822.66 (100)	3200 (100)

Source : (1) Selected Educational and Related Statistics at a Glance, New Delhi, Education Division, Planning Commission, June, 1969, p. 99 (cyc).

(2) Fourth Five-Year Plan, New Delhi, Planning Commission, 1970, p. 366.

Figures given in parenthesis indicate percentages (rounded) to total.

@Included under Elementary/Secondary Education.

*Included under Miscellaneous Schemes.

*Includes cost on vocationalization and adoption of uniform pattern.

**A provision of Rs. 145 crores (4.6 p.c.) has been made at different stages.

109. The following main points emerge from this comparison :

- (1) The programme of primary and middle school education gets top priority in the Fifth Plan. In the past, it generally got squeezed out by the pressures of expansion in secondary and higher education.
- (2) Qualitative programmes are emphasized at all stages. Expansion has, of course, to be given a higher priority at the primary and middle school stage. But even here, the programmes of qualitative improvement are substantial. At the secondary stage, about half the funds available are invested in raising standards and at the university stage, this proportion rises to three-fourths. This emphasis on quality is long overdue.
- (3) In enrolments, the main problems at the primary and middle stages are two : (a) how to enrol girls and children from weaker sections and (b) how to reduce wastage. At the secondary and university stages the main issue is: How to control indiscriminate expansion that takes place due to over-dependence on private enterprise, lowering of standards at the institutional level, lack of planning in the location of institutions, and creation of small institutions which tend to be uneconomic and in-efficient.
- (4) There is a far greater emphasis in these proposals on informal education at all stages. The programmes of part-time education are being proposed for adoption in a big way in the age-group 11—14. Similar emphasis is laid on informal education at the secondary stage and still more so at the university stage. The large-scale use of mass media is another special feature.
- (5) Other special features are : the programme of youth services with emphasis on liquidation of illiteracy in the age-group 15—25; introduction of literacy programmes in these of agricultural improvement or employment; national service; and establishment of model primary and secondary schools.

ADVANCE ACTION

110. It is obvious that if this programme of educational development is to be implemented in the Fifth Five Year Plan, we cannot afford to lose this year and the next. An intensive programme of advance action will, therefore, have to be prepared and implemented in these two years. This will include, amongst others, the following :

- (1) inclusion of the approach to the development of education in the Fifth Five Year Plan.
- (2) Formulation of detailed educational plans by each State Government with all their financial implications. These plans should take a comprehensive view and look at both Plan and non-Plan expenditure and all educational programmes in an integrated perspective.
- (3) Strengthening of the administrative machinery so that, when the Fifth Five Year Plan begins, the administrative arrangements needed to implement it efficiently would already have been placed on the ground.
- (4) Completion of all the intensive academic work needed for transformation of the educational system. For instance, this would include the preparation of model curricula by the NCERT and the reformulation of their own curricula, on these broad lines, by each State Government, initiation of steps needed to improve text-books, etc.
- (5) Establishing the model secondary and primary schools.
- (6) Accelerating programmes of pre-school development and primary education so that the targets indicated earlier are definitely reached by 1975-76 and 1980-81.
- (7) Initiating action for adoption of the uniform pattern of school and college classes.
- (8) Initiating the studies and detailed academic work needed for vocationalisation of higher secondary education.

- (9) Creating a framework for launching the youth movement in the age-group 15--25.
- (10) Initiating advance action for the large scale programme of improvement of higher education visualised in the Fifth Five Year Plan.
- (11) Development of the National Staff College for Educational Planners and Administrators.
- (12) Establishment of State Boards of Teacher Education and National Council for Teacher Education.

It is estimated that an allocation of Rs. 30 crores would be needed for this advance action in 1972-73 and Rs. 100 crores in 1973-74.

Development of Education in India

		1950-51	1955-56	1960-61	1965-66	1968-69*	1973-74 (Esti- mated)	1978-79 (Target)
		2	3	4	5	6	7	8
I. Enrolment in classes I—V (Age-group 6—11) (in mil- lions)	Boys	13.8 (60.8)	17.5 (72.0)	23.6 (82.6)	32.2 (96.3)	34.0 (92.7)	41.3 (99.6)	45.5 (109.2)
	Girls	5.4 (24.9)	7.6 (32.8)	11.4 (41.4)	18.3 (56.5)	19.9 (56.6)	27.3 (70.1)	42.5 (109.2)
	Total	19.2 (43.1)	25.1 (52.8)	35.0 (62.4)	50.5 (76.7)	53.9 (75.1)	68.6 (85.3)	88.0 (109.2)
II. Enrolment in classes VI— VIII (Age-group 11—14 (in millions)	Boys	2.6 (20.8)	3.4 (25.4)	5.1 (32.2)	7.7 (44.2)	8.7 (45.6)	12.2 (54.3)	18.2 (75.8)
	Girls	0.5 (4.3)	0.9 (6.9)	1.6 (11.3)	2.8 (17.0)	3.4 (18.3)	5.9 (27.7)	17.0 (76.2)
	Total	3.1 (12.8)	4.3 (16.5)	6.7 (22.5)	10.5 (30.8)	12.1 (32.1)	18.1 (41.3)	35.1 (76.0)
III. Enrolment in classes IX—XI (Age-group 14—17) (in mil- lions)	Boys	1.09 (9.3)	1.65 (13.4)	2.47 (17.5)	4.07 (25.5)	4.89 (28.3)	7.09 (36.6)	9.13 (41.1)
	Girls	0.16 (1.5)	0.33 (2.9)	0.56 (4.3)	1.20 (10.4)	1.58 (9.5)	2.61 (14.1)	4.57 (22.0)
	Total	1.25 (5.5)	1.98 (8.3)	3.03 (11.1)	5.27 (16.9)	6.47 (19.1)	9.70 (25.6)	13.70 (31.9)

IV. Enrolment at the University stage (Age-group 17-23) (in thousands)	Total	134 (0.4)	228 (0.6)	627 (1.2)	1,214 (2.3)	1,801 (3.0)	3,200 (4.5)	5,200* (7.0)
V. Total educational expenditure (Rs. in millions)		1,144	1,897	3,444	6,220	8,500	12,500	22,500
Percentage of National income at current prices		(1.2)	(1.9)	(2.4)	(2.8)	(2.8)	(3.3)	(4.5)

*Includes enrolments in PUC. Excluding these, the enrolments at the university stage would be 24 lakhs in 1973-74 and 40 lakhs in 1978-79.

**CONFERENCE OF EDUCATION SECRETARIES
AND
DIRECTORS OF EDUCATION/HIGHER EDUCATION
(14-15 SEPTEMBER, 1972)**

INAUGURAL ADDRESS

by

I. D. N. SAHI

Secretary, Ministry of Education & Social Welfare

On behalf of my Ministry and myself, I join my friend and colleague, Shri J. P. Naik, in welcoming you to this important conference. It has been convened, as you know, to discuss the programme of educational and cultural development to be included in the Fifth Plan. I need hardly emphasise the significance of close and continuous cooperation between the Centre and the States in the formulation and implementation of educational and cultural plans. Under the Constitution, educational and culture are largely a responsibility of the States. But they are also an important national concern. Successful development of programmes in these fields depends necessarily on the willing and sustained cooperation between the States and the Centre. I feel, therefore, personally heartened by your active assistance in the preparatory work for this conference and by your participation in it. This augurs well for the future. It is an assurance, if one were needed, that every effort would be made to prepare meaningful and realistic plans of educational and cultural development and to implement them with vigour and vision.

II

TIME-TABLE FOR THE FINALISATION OF THE FIFTH PLAN

First of all, I would like to place before you a tentative time-table for our work on the Fifth Plan.

The discussions in this conference and in the Central Advisory Board of Education will help to determine the strategy and broad policies of educational and cultural development. They will also indicate the programmes to be included in the Fifth Five-Year Plan. We hope to place the recommendations of the Central Advisory Board of Education in your hands

before the end of this month. As considerable preliminary work has already been done in the States and Union Territories on this subject, it should not be difficult for you to finalise the broad outline of the Fifth Plan for Education and Culture in your States and Union Territories by the end of November, 1972.

I propose to have another round of consultations with you partly to inform us at the Centre of what you are doing and partly to inform you of the developments that may have taken place here at the Centre. These discussions will be held at four regional conferences of State Education Secretaries and Directors of Education. I propose to organise them in November or early in December at Bombay, Calcutta, Madras and Delhi. As a result of these consultations, I hope, it will be possible to finalise the National Plans on Education and Culture and submit them to the Planning Commission by the end of December 1972.

We may have to meet again when the draft Fifth Plan is finalised by the Planning Commission towards the end of March 1973. This may be some time in May or June 1973. It will be necessary then to take stock of the whole position, to modify our programmes of advance action, if necessary, and to formulate detailed plans for the first year of the Fifth Plan (1974-75). This will give us enough time to finalise these plans in time for discussion with the Planning Commission as usual, in the last quarter of the calendar year (1973).

I will welcome your comments and suggestions regarding this time-table.

III

TWO MAIN CATEGORIES OF ISSUES

The main theme of discussions in this conference is the programme of educational and cultural development to be included in the Fifth Plan and the advance action to be taken in this year and the next towards its successful implementation. A paper on the proposed educational programme has been circulated to you in advance. I am sure you have had occasion to examine it in all its bearings. I regret that it has not been possible to circulate in advance a similar paper on the plan for

cultural development. We have, however, attempted a draft working paper which has now been placed on the table. We shall take it into consideration tomorrow.

In dealing with both these papers, two main categories of issues arise :

- a. The first relates to the formulation of a policy and the strategy for development. Here, the main responsibility obviously lies with the Central Advisory Board of Education and the Education Ministers in the States and the Centre. These issues will therefore be discussed in all their aspects in the coming meeting of the Central Advisory Board of Education.
- b. The second issue relates to implementation of the approved strategy and policies. Here we, the civil servants, have obviously a basic responsibility. It is on these issues, therefore, that this conference should deliberate in depth and formulate appropriate action schedules.

IV

POLICIES AND STRATEGY OF EDUCATIONAL DEVELOPMENT IN THE FIFTH FIVE-YEAR PLAN

Taking the first strategy of these issues, it will be readily observed that the programme of educational development proposed for inclusion in the Fifth Plan is based on the following main assumptions :

1. The present socio-political situation in the country provides a favourable setting for a comprehensive educational reform. It is, therefore necessary to put in our best effort to transform the existing educational system, to improve standards and to continue expansion and especially to provide universal primary education.

2. Such an effort will necessarily need a massive financial outlay. In all Plans, a strong case was made out that education should be given a high priority and an allocation of ten per cent of the total outlay. But in the first three Plans, education was allocated only about 7 per cent of the total outlay in the public sector and in the Fourth Plan, this proportion

fell to 5.2 per cent. It is now proposed that this should be raised to 10 per cent of the total outlay in the Fifth Plan. Any curtailment in this outlay will hamper the achievement of comprehensive educational development.

3. While larger financial inputs are necessary, they alone will not be able to achieve the results in view. It will, if anything, be all the more necessary to mobilize the immense human effort needed for implementation of the programme—the effort of teachers, students, educational administrators and the people as a whole.

In formulating our proposals for the Fifth Plan, it is obviously essential that we should identify and execute a few key programmes on a priority basis. Besides Technical Education, which is to be considered by the All-India Council of Technical Education, the key programmes for development are : (1) transformation of the educational system; (2) improvement of standards; (3) provision of integrated services covering health, nutrition, education and social welfare for pre-school children from the most under-privileged social groups (4) provision of universal education for children in the age-group 6-14 by 1980-81; (5) qualitative improvement of secondary education; (6) vocationalization at the higher secondary stage; (7) adoption of a common pattern of school and college classes (10 + 2 + 3); (8) intensive qualitative improvement in higher education; (9) development of a national scholarships policy which would enable the most under-privileged social groups to have excess to good education at all stages; (10) youth services with special emphasis on liquidation of illiteracy in the age-group 15-25; and (11) strengthening of educational administration.

I should be grateful to have your comments on this general approach to the development of education in the Fifth Plan, the broad programme of priorities and the magnitudes of financial investment visualised. Our considered recommendations on these issues, would, I am sure, be of help to the Central Advisory Board of Education in its deliberations.

V

THE CHALLENGE BEFORE THE ADMINISTRATION

Before I turn to a detailed examination of the second category of issues dealing with implementation, I may also

highlight the immense challenge that faces us if the policies and programmes I have just outlined are to be properly implemented.

During the last 25 years, the principal achievement of the educational system has been expansion. One wishes one could say that the record in dealing with this problem has been altogether happy. Adequate steps remained to be taken throughout this period to strengthen the administrative machinery. This was partly because of the general reluctance to increase 'administrative expenditure' and partly because a good deal of it was treated as Non-Plan. Whatever the reasons, the fact remains that the Education Departments of today are not adequately equipped to deal even with the problems of large scale expansion.

It is necessary to remember that the Education Departments face a far more complex and difficult challenge in the Fifth Plan. First of all, the stresses and strains within the educational system, especially in the system of higher education, have considerably increased. They place a far greater responsibility on the administrative system than at any time in the past. Secondly, expansion in the Fifth Plan will be much faster, specially in the context of the decision to provide universal primary education. At the same time, we will have to deal with two other major programmes: transformation of the educational system and improvement of standards. These would, in themselves, call for tremendous effort. Never has so difficult, so complex, so large and so varied a challenge been faced by the educational administration in the past. We must take full cognizance of this; and one of our first responsibilities should be to strengthen the Education Departments. This should preferably be done as part of the advance action programme.

VI

STREAMLINING OF ADMINISTRATION

How is educational administration to be streamlined? What steps must immediately be taken to this end? This is among the foremost issues we must consider at this conference. It is from this point of view that I should like to offer a few suggestions.

1. Universal Education for the Age-group 6-14 : The fulfilment of the directive of Article 45 of the Constitution is the largest single task we shall attempt in the Fifth Plan. The following are some important steps that will have to be taken for this purpose :

- a. In States where the task is very large, it may be an advantage to create a special Directorate of Primary Education. In many States, senior officer of the Directorate, with the status of Joint or Additional Director of Education, may have to be placed in charge of this programme.
- b. The district level machinery will also have to be substantially strengthened. In every village and town, we will have to prepare annual lists of children who are not attending schools. We will also have to organise enrolment drives at the beginning of each academic year. This huge effort cannot be made without proper strengthening of the district machinery.
- c. It has to be noted that the bulk of non-attending children are girls and children of scheduled castes and scheduled tribes. The existing departmental machinery has not been equipped adequately to deal with the complex problems involved in the enrolment of these under-privileged children. There is, no doubt, a special machinery to deal with girls' school; but in most States, this will need strengthening at the district level. But the Education Department generally do not have any special machinery at all to deal with the enrolment of children from the scheduled castes and scheduled tribes. It is absolutely essential that a suitable machinery for this programme is created, both at the State and the district levels.
- (d) One of our greatest problems will be to reduce wastage. This will have to be attempted largely through the organisation of part-time education for the age group 11-14. We have had no experience of running part-time education programmes at the primary and middle school stages. New syllabi will have to be prepared for these classes; the teachers will have to be appropriately oriented; and the Inspectorate will have to be specially trained. The task is as large as it is significant.

- (e) It is extremely important to mobilise community support for programmes of primary education. This support can come for construction of buildings, for providing equipment, for the provision of ancillary services like school meals or free supply of text-books, etc. Fortunately, some States have significant experience of mobilizing such community support. What is needed now is an all-out nation-wide effort to mobilise the maximum of community resources for the development of primary education. The Education Departments will have to be suitably organised and geared to undertake this responsibility.

2. **New Programmes :** There are some programmes proposed to be developed in the Fifth Plan which are almost new. There is hardly any machinery in the existing set up to deal with them. We will have to take early and adequate steps to strengthen the Education Departments suitably for them also. These programmes include, for instance, the following.

- (a) *Model Schools:* The establishment of model schools and qualitative improvement of other schools is a significant and challenging programme that needs close attention. There will be a separate autonomous organisation to look after the model schools. But the responsibility for running these institutions will vest, in the main, with the State Education Departments. I would therefore request you to give your earnest consideration to this programme and to make all the necessary preparations for it. I would also request you to note that about 10 per cent of the educational institutions at all stages are to be raised to optimum level. In addition, an effort has to be made to raise every educational institution to certain minimum level. The Education Department will therefore have to take steps, right from now, to define these minimum and optimum levels to survey the existing situation, to work out the financial and other implications of the programmes and to implement it, partly through State help and partly by raising local resources.
- (b) *Youth Services:* Another new programme to be included in the Fifth Plan, is the programme of youth services. This will be built round the Nehru Yuvak

Kendras which are being established in each district. These Kendras will work, to begin with, in collaboration with the model secondary and primary schools. At a later stage, their activities will have to spread to all educational institutions. Their development will also involve the large-scale organisation of informal education and the use of mass media and considerable extension activity. The Education Departments have not yet handled youth programmes of such a type on any significant scale. They will have to be suitably equipped for the purpose.

- (c) *National Service Volunteers*: Yet another challenging effort which is to be part of the Fifth Plan in the educational sector is the enlistment of the services of voluntary teachers (who would be graduates), retired teachers and other local persons who can play some role in the new programmes. So far, we have relied mainly on full-time and formally trained teachers to run our schools. To increase the effectiveness of the programme and also to reduce costs, we shall now have to utilise all available community resources. A radical departure proposed is to bring in National Service Volunteers and other part-time teachers. We must equip our administrative machinery suitably to this major change in the educational strategy.
- (d) *Pre-School Development*: A fairly large programme for the development of integrated services in education, health, nutrition and welfare for pre-school children from the under-privileged sections of the community is proposed to be developed in the Fifth Plan. At present this programme exists only in a small way, if at all. Strengthening of the Education Departments for this is also inescapable.
- (e) *Vocationalization of Secondary Education*: This is another important programme. Considerable original work is needed for its success. An adequate and efficient organisation will have to be built up for the introduction of work-experience in classes I-VIII and for the provision of compulsory training in crafts and trades in classes IX-X. Greater efforts still will be needed for vocationalization at the higher secondary stage. Manpower requirements will have to be estimated by carrying out suitable surveys in each district; appropriate courses of vocational education will

have to be designed to meet the local needs of each area; teachers will have to be trained for these courses; teaching materials will have to be prepared; and arrangements for practical training will have to be made on a large scale. All this implies that the Educational Departments will have to work in close collaboration, not only with the other concerned Departments such as Agriculture, Industry, Labour and Employment, Medical and Public Health, but also with the principal employing organisations and institutions. Appropriate co-ordinating machinery would have to be created at the district and State levels. This is a crucial programme that has been largely neglected in the past. I would request you to examine it in detail with a view to ensuring that the necessary administrative machinery is created well in time.

3. Involvement of Teachers : The programmes proposed for inclusion in the Fifth Plan will all need concerted efforts to involve, first and foremost, the teachers and the students. Improvement of curricula and text-books, reform in the methods of teaching and examination, and encouragement to experimentation and new ideas, to mention only a few items, cannot be made without their constant and continuing support.

- (a) *Improvement of Curricula:* This task will have to be undertaken on a high priority basis as part of the advance action programme. The principle on which curricula are proposed to be revised have been enunciated in the working paper. The Ministry of Education has requested the NCERT to prepare model curricula for classes I—X and classes XI—XII on the basis of these principles. These curricula should be available by the end of December, 1972. I would suggest that the State Education Departments, through their State Institutes of Education, should also initiate action in this direction as early as possible. When the new curricula prepared by the NCERT are circulated, they can be utilised by the State authorities to revise their own curricula. There would naturally be variations in matters of detail. But the effort, in national interest, should be to have a broadly common curriculum, at least in the key subjects. It would be worthwhile to try and finalise the new curricula by the end of the current academic year. The new textbooks, can then be prepared and new courses introduced in

all parts of the country by the beginning of the Fifth Plan.

- (b) *Text-books* : High priority should be given to the improvement of textbooks. Arrangements for their proper supply and distribution will also have to be made. I should like to invite your attention to the proposed provision for the establishment of text-book presses. It would be a great advantage if up-to-date regional textbook presses are set up as soon as practicable with a suitable all-India co-ordinating organisation. This will improve the quality of text-books and reduce their prices.
- (c) *Improvements in teaching methods and in the examination system*: For these important programmes, it would be necessary to organise commensurate programmes of in-service education of teachers and the inspecting officers. This will also require strengthening of the State Institutes of Education. What is even more important, the administration at the district level will have to be strengthened to provide the necessary extension services to schools and teachers.
- (d) *Experimentation*: We must make every effort to encourage freedom, initiative and experimentation on the part of the schools and teachers. The necessary framework and planning will have to be introduced for this purpose. Teachers, headmasters and inspecting officers will have to be adequately oriented.

4. Secondary and Higher Education: There are two main points in secondary and higher education which the Fifth Plan would particularly underscore.

The first is to check deterioration of standards which takes place through indiscriminate expansion. For this purpose, the location of new institutions at the secondary and higher stages will have to be properly planned. We will have to ensure that new institutions established are of an optimum size which is at once economic and efficient. Suitable steps may have to be taken to develop existing institutions also to these optimum levels. Over-dependence on private enterprise will, in any case, have to be given up; the States will have to assume larger and

increasing initiative in establishing new schools and in regulating the schools under private management. All this will impose a severe strain on the Education Departments unless they are suitably reinforced.

The second issue pertains to programmes of qualitative improvement. Here also, the Education Departments will have to play a vital role by providing guidance and financial assistance.

There is hardly any need to give further illustrations. As we discuss the working paper, many other points which call for administrative action will come to notice. But what I have said already will suffice to show that, unless a radical reorganisation and strengthening of the Education Departments is attempted right from now, it may not be possible to implement the major programmes we have in view for the Fifth Plan.

I would request the conference to adopt specific recommendations on these and allied issues.

VII

PROGRAMMES OF CULTURAL DEVELOPMENT

Finally, I would like to say a few words regarding programmes of cultural development which we will discuss tomorrow afternoon.

In the first four Plans, cultural programmes were not treated as a separate theme. They were covered under "Other Programmes" included in the Educational Plan. They also received severely restricted allocations which varied from 1 to 2 per cent of the total outlay on Education. This has not been a happy situation and has had several undesirable consequences. I think it is time that programmes of cultural development received their due emphasis, at least in the coming Plan.

As I said earlier, we have made a tentative exercise regarding programmes of cultural development to be included in the Fifth Plan. It suffers from many weaknesses mainly because we did

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not have enough data about programmes that are now being operated upon in the States and their thinking on the development of cultural activities in the coming year. I should, therefore, be grateful for your comments and suggestions.

At the end of this conference, it is proposed, if you agree, to appoint a number of working groups to look into the different areas of cultural development. Each group would consist of some representatives of the Centre, some representatives of the States and a few experts in the field. It would be of advantage if the groups can meet quickly and draw up an interim report by the first week of October and their final report towards the end of November 1972. On the basis of these reports, it should be possible to present to the Planning Commission a set of interim proposals by the middle of October 1972 and the final draft Plan for the development of cultural programmes by December 1972. This will be in keeping with the Planning Commission time-schedule.

VIII

ADVANCE ACTION

May I, with your permission, also suggest that we should take immediate steps to formulate programmes of advance action necessary in this year and the next? In so far as action to be taken during the current year is concerned, we will have to take decisions at this conference itself and take action on them immediately, both in the Centre and in the States. In so far as advance action to be taken in the next year is concerned, it would be necessary to have these also finalised before the end of November 1972. This will enable us to make financial provision for it in the Central and State budgets for 1973-74. Some tentative decisions on this subject, therefore, will also have to be taken at this conference.

Some suggestions for advance action, during this year and the next, have been given in the Section XVI of the Working Paper. These may be taken as a basis for your discussions.

I would request the conference to make its specific recommendations on the subject.

IX

Friends, I have taken much of your time with this inaugural statement. My main object has been to invite attention to some of the important issues we have to examine. I am grateful for your indulgence. Before closing, I should also like to say, once again, how very important it is that the plans for educational and cultural development, which we are drawing up in this Silver Jubilee Year of the Independence, are formulated with all the care and thoroughness that we can bring to bear on the task. The proposals before you represent what may perhaps be described as the largest and most comprehensive effort for educational reconstruction in all its aspects. They necessarily presume intensive and sustained effort at implementation. Implementation thus assumes far greater significance than at any time in the past. This is both a challenge and an opportunity. It is our duty as well as privilege to rise up to it.

**RECOMMENDATIONS OF THE CONFERENCE OF EDUCATION
SECRETARIES AND DIRECTOR OF EDUCATION/HIGHER
EDUCATION**

The Conference of Education Secretaries and Directors of Public Instruction/Education/Higher Education met on 15th and 16th September 1972 to discuss the Working Papers on Educational and Cultural Development in the Fifth Five-Year Plan.

EDUCATIONAL DEVELOPMENT

The Conference considered the Working Paper on programmes of educational development proposed to be included in the Fifth Five-Year Plan and broadly approved of the strategy adopted, the priorities indicated and the major programmes identified for inclusion in the Fifth Plan. It felt that the total outlay of Rs. 3200 crores needed for these programmes was the minimum required and may have to be increased to some extent. It was also of the view that resource of this magnitude will not be available in the State Sector and that it would be necessary for the Centre to bear a much larger proportion of the total educational expenditure than in the past.

The main recommendations of the Conference on the proposals contained in the Working Paper have been given below, section by section:

I. Main Ingredients of the Programme

The main ingredients of the programme for educational development in the Fifth Five-Year Plan as listed in the Working Paper were approved.

II. Transformation of the educational system

There was a general consensus that transformation of the educational system was an immediate necessity.

III. Improvement of Standards

(1) There was general agreement that standards need be improved, both in primary and secondary schools by revising the curriculum and staffing pattern and training of teachers as well as strengthening of supervisory staff.

(2) The scheme of model schools drawn up by the Government of India is generally acceptable. It is a step towards equalisation of educational opportunities as well as of raising standards and trying innovations. The programme of model schools should be drawn up so that full administrative control vests with the States and the costs are kept down so as to ensure that the model can be reproduceable. Talented children of economically weaker sections and backward classes should receive special attention and their enrolment may be stepped up to 50 per cent. There should be continuous evaluation of the scheme.

(3) The programme of upgraded selected schools should cover 20—25 per cent of the institutions during the Fifth Plan and not only 10 per cent as proposed.

IV. Pre-School Development

For attaining better coverage of backward and neglected sections of society, pre-school education needs to be considerably expanded. The scheme should include provision of mid-day meals, clothes, equipment, nursery trained teachers and other facilities.

V. Universal primary education for the age-group 6—14

(1) The programme of universal primary education should be given the topmost priority.

(2) Increased provision will be needed for equipment and teacher training.

(3) Expansion of primary education to 100 per cent level will not be possible in all areas and regions for the age-group 6—11 by 1975-76. Extra time to the end of the Fifth Five-Year Plan may, therefore, be allocated, where necessary.

(4) Implementation of this programme would necessitate a large programme of training of teachers and also of personnel for extracurricular activities.

(5) The expectations of teachers regarding their remuneration will have to be considered in the light of their status, living conditions and responsibilities.

(6) The need of a large scale programme of informal education was admitted. However, it was pointed out that, if proper arrangements are made, this may weaken rather than strengthen the system.

(7) For areas with scattered population, Ashram type of schools with hostels fully financed by the States may be established.

(8) For improving the enrolment of girls, it may be necessary to adopt elastic patterns of curricula and time-tables. Assistance may have to be provided by way of gift of clothes and stipends. Wherever possible, women teachers from the locality may be appointed and hostels provided.

(9) The policy of providing primary education through the mother-tongue should be fully implemented.

(10) Minority language schools as well as school facilities for girls will need special attention.

(11) The amount provided for school buildings was inadequate and will have to be increased.

(12) In the programme of mid-day meals, if the assistance now received from CARE is to be replaced by indigenous materials, a large allocation will have to be made over and above the amount provided in the Working Paper for mid-day meals which should really be reserved for the additional children now being enrolled.

(13) A large scale programme of refresher courses for teachers is needed at the elementary stage (and in secondary education also). The expenditure on pre-service training will also be very large. The amounts provided in the Working Paper for pre-service and in-service education appear to be inadequate, both at the elementary and secondary stages and would have to be substantially increased.

(14) Work Experience programmes may not be rigidly understood as a programme of vocationalisation, but as a system of changing attitudes to work, and this should be embodied in the methodology of curricular subjects. The idea that work experience will prepare a child for actually discharging craft functions may not be justified.

(15) Work Experience would not be sincerely pursued unless the pupils are rated for it and suitable marks allotted in the final assessment.

VI-VII. Secondary Education

(1) There should be very close co-ordination between the vocational courses attached to the higher secondary stage, the Industrial Training Institutes and the polytechnic. Courses selected should have close affinity to the skills and services in demand in the locality. This will involve manpower studies and market surveys and setting up of workshops and production centres as well as financing of the skilled personnel on co-operative or institutional patterns for self-employment or employment in production centres.

(2) The scheme of vocationalisation of education as well as work experience deserve highest priority in the plan and should be assisted fully.

(3) Vocationalisation courses prescribed in the institutions would need constant review and replacement as technology, materials and demands change. They would have to keep pace with development of local industries also, particularly the small scale, cottage and consumer industries.

VIII. Adoption of a uniform pattern of school and college classes (10 +2+ 3)

(1) A uniform pattern of education of 15 years duration leading to the first degree should be adopted by all the States.

(2) Whether there is an addition of one year to the school and college classes, or whether it involves merely a restructuring of the pattern, additional expenditure will necessarily have to be incurred on the scheme for which massive Central assistance will be necessary.

IX. Higher Education

(1) The recommendations regarding expansion and qualitative improvement of higher education set out in the Working Paper were generally approved. The pressure on higher education is bound to increase consequent upon the increase in enrolment at the school stage. The democratic commitment of the State to ensure facilities for higher education to all sections of the society, particularly to the under-privileged, also has to be respected. The quantitative expansion of higher education resulting from these two factors, should keep pace with qualitative improvement and maintenance of standards.

(2) There is a pressing need for relieving the pressure on institutional facilities for higher education by providing opportunities for continuing education through correspondence courses, evening colleges and also through facilities for appearing for the examinations privately. If these courses are to be successful, it is essential that the degrees obtained by such means should be treated on par with the degrees obtained through regular institutional courses for purposes of appointment.

(3) The need for vocationalisation of education, particularly at the intermediate stage, has been recognised and this programme can be expected to serve as a terminal course leading to self-employment and middle-level employment, thus relieving the pressure on institutional facilities for higher education. It should, however, be noted that the impact of this programme is likely to be felt only after a period of five to seven years. The programme for vocationalisation should also be accompanied by a diversification of higher studies which would develop attainment of middle level vocational skills which will ensure adequate employment opportunities. It is essential that this programme of vocationalisation and diversification should be related to the recognised employment potential, to locate which a scientific survey of the employment opportunities in the locality should be conducted.

(4) Non-government colleges have also played a significant role in the development of higher education. It is, however, essential that the opening of such colleges should be on a planned basis, and subject to the colleges fulfilling certain minimum requirements as prescribed by the universities.

(5) There should be a substantial programme for the development of facilities in the colleges. Research programmes should be developed in close collaboration with the universities.

(6) Steps should be taken for the maximum utilisation of existing physical and laboratory facilities in the colleges and the universities by adopting the shift system, where necessary, so as to meet the demands of increased enrolment of students.

(7) In planning for the expansion and development of higher education, adequate attention should be paid at every stage to the provision of student amenities and substantial provision made for the same.

(8) The recommendations made under para. 75 of the Working Paper were generally approved. Particular significance

should be attached to the recommendation under 5(b) regarding autonomous colleges, which are expected to play a significant role in quality improvement of higher education.

(9) To ensure full and fruitful utilisation of the services of the science service centres and national library centres to be set up under this scheme, it will be necessary to initiate a Fellowship Scheme for travel and maintenance of scholars to utilize these facilities.

(10) To keep pace with the programmes of quality development of higher education, and evaluation of diversification and vocationalisation suggested above, it would be necessary to adopt more valid and reliable method of evaluation.

X. National Scholarships Policy

(1) The National Scholarships Policy enunciated in the Working Paper was generally approved. Proposals for augmenting the existing scheme with a view to extending the benefits to a larger number of deserving students were welcomed. In particular, the need for providing more scholarships to the weaker sections of the community and to girls, in order to attract them to schools and colleges, should be recognised in the formulation of scholarship schemes. The scheme for providing scholarships for children of teachers should be expanded. Scholarships for handicapped children to enable them to pursue higher education should also be offered on a generous scale. While it was noted that a scheme of scholarships for talented students from rural areas had been recently introduced, it was felt that concerted effort should be made to reduce the disparities in educational opportunities available to the students from urban areas and rural areas.

(2) The recommendations in paragraph 84 for the award of scholarships for the most underprivileged group of society was welcomed.

(3) While it was recognised that the present merit-cum-means criteria governing the award of scholarships should continue, economic backwardness should receive increasing attention.

(4) It was noted that while there were considerable difficulties in recoveries under the loan scholarship programme, the scheme as such had proved beneficial and should continue and should be augmented.

(5) In order to implement the enlarged programme of scholarships, ensure its efficient working, streamline procedures for selection and award of scholarships, and effect better recoveries of amounts sanctioned under the Loan Scholarship Scheme, it would be necessary to strengthen the administrative machinery at the State level, for which advance action should be taken immediately and assistance made available by the Central Government.

(6) It is gratifying to note that the scholarship schemes are working successfully. It would, however, be worthwhile to conduct a research study in depth through a suitable research agency, of the benefits and social impact of the schemes particularly with reference to the weaker sections of the community. Such a study will also be helpful in devising a more rational means test.

XI—Establishment of Nehru Youth Centres and the Informal Education of the Young

(1) The Scheme for the establishment of Nehru Youth Centres which will also provide for the informal education of the youth and serve as cultural and educational community centres, was welcomed. It was noted that the expenditure on the establishment of these Centres in the initial stages and the recurring expenditure of the Centres will be fully met by the Government of India.

(2) The Universities through their education extension departments, and the colleges through the National Service Scheme, should play an important role in the successful functioning of these Centres.

XII—Adult Literacy

(1) The problem of the eradication of adult illiteracy has to be tackled with a sense of urgency. According to present computation, the number of adult illiterates in the age-group of 15-25 is of the order of 8 crores. While it can be expected that a major impact on the problem of illiteracy will be made

by effective provision of universal primary education to all children in the age-group of 6-14, provision of part-time education and the development of a youth movement, it would still be necessary to launch a concerted drive to tackle this problem. A rewarding strategy will be to direct our efforts towards organized groups of illiterates like agricultural labourers, factory workers, etc. The establishment of Nehru Youth Centres can be expected to evoke leadership among students and youth in general in this campaign for the removal of illiteracy. Students have a very vital role to play in this sphere and it would be ideal if every college student considered it his duty to make at least one adult literate. There is also immense scope for mobilising the efforts of audio-visual agencies like the All-India Radio and the Films Division in this task. Special attention should be paid to the preparation and production of suitable reading material for neo-literates in the regional languages. Considering the staggering dimensions of this problem, the Conference considered that a higher allocation of at least Rs. 50 crores would be necessary for this purpose.

(2) This programme calls for sustained and coordinated community effort and participation of all educated sections of society in all walks of life.

(3) The success of our objectives in the generalisation of education and our socialistic commitment to the welfare of the masses will depend on an all-round effort to improve the educational level of the community.

(4) In view of the need to enlist the active assistance of several agencies and to coordinate their efforts, it would be necessary to set up one Central agency at the State level to be in charge of all aspects of work of adult education.

(5) It would be desirable to have a time-bound programme for the eradication of adult illiteracy and work out annual targets.

XIII. Other Programmes

Language Development (1.1) It was noted that the programme of publication of books in Indian languages for use at the university level has been of great help in the introduction of regional languages as one of the media of instruction at the university level. There is, however, need for much more organised effort in this direction. The scheme for the preparation

of university level books in Indian languages should, therefore, be continued and generous allocation of funds should be made.

(1.2) It is essential that the books produced in the regional languages should reach the students very expeditiously and should also be available in libraries. Where necessary, the price of these books can be kept low with an in-built element of subsidy.

(1.3) The scheme for the introduction of regional languages as one of the media for instruction at the college level can succeed only if the students who study in this medium are given the same employment opportunities as would be available for others. Where a review and amendment of the recruitment rules to provide for this is necessary, necessary steps should be taken.

(1.4) In addition to the preparation of university level books, it would also be necessary to undertake translations and original publications of research material, including science digests, science encyclopaedia and other technical publication, which can serve as supplementary reading and reference material for graduate and post-graduate students.

(1.5) Special efforts are necessary to introduce mother tongue teaching in tribal dialects at the primary school level. State Governments could with advantage utilize the facilities offered by the Central Institute of Indian Languages at Mysore.

(1.6) While the need for the development of regional languages is undisputed, it is equally important that the students at the university level should have a good command of the English language to enable them to use English as a library language. It will, therefore, be useful to organise intensive courses in English instruction in the first year of the undergraduate courses.

Games and Sports : (2.1) The importance of physical education and sports in building up the personality and character of our youth at all levels of education should be fully recognised. Physical education should be compulsory at the secondary stage and should be an integral part of the school activities. All educational institutions should be actively assisted in offering well-organised programmes and facilities for discovering and encouraging sports talent right from the school stage. As part of this programme for encouraging sports talent,

a generous programme of scholarships and incentives should be offered to students who distinguish themselves in sports and games. Facilities for training and coaching in the various branches of sports and games should be considerably augmented.

(2.2) A programme for the encouragement of sports talent among the non-student youth, particularly in rural areas, should be simultaneously undertaken, on a large scale. Nehru Youth Centres, which are to be set up at every district, will serve as rallying points for the development of sports programmes among the youth right from the block level.

(2.3) The success of this programme will call for a minimum investment of about Rs. 30 crores.

Textbook Presses : (3.1) The proposal to set up textbook printing presses was welcomed. Where necessary, assistance should also be made available to the States to set up autonomous agencies for the production of teaching aids and materials besides textbooks.

(3.2) One of the main difficulties experienced in the matter of production of textbooks is the scarcity of paper. It is very essential that a special quota of paper should be made available for textbook production.

XIV. Strengthening of Educational Administration

(1) The need was recognised for strengthening educational administration from the planning upto the implementation and the evaluation stage, particularly in view of the heavy responsibilities which will be cast on the organisation by the expansion and qualitative programmes envisaged. Such strengthening should also be accompanied by an imaginative programme of streamlining and functional restructuring the administrative machinery, with a view to ensure maximum efficiency.

(2) The State Institutes of Education and the organisation in charge of teacher-training, in-service programmes and quality improvement schemes would also need to be strengthened.

(3) It would be necessary that, in future, whenever any new scheme is formulated, due provision should be made both for planning and executive staff as an integral part of that scheme.

(4) It was also felt that it would be useful to set up a coordinating body at the State level to ensure effective coordination of the efforts of various departments dealing with education. This would help to evolve an integrated and coordinated approach to the problems of education as a whole.

(5) It is also necessary to make changes in the Panchayati Raj and Municipal set up (where these are concerned with educational administration) in the interest of efficiency and improvement of standards.

(6) The statistical machinery should be strengthened.

(7) Legislation should be undertaken immediately, where necessary.

XV. Financial Implications

(1) As stated earlier, the financial allocations proposed are inadequate in several sectors such as construction of buildings, training of teachers, games and sports, and adult education.

(2) The Central assistance to States will have to be substantially increased because resources of the order required for the development of these programmes will not be available in the State sector.

XVI. Advance Action

(1) Advance action is very necessary if the programmes proposed to be included in the Fifth Five-Year Plan are to be implemented satisfactorily.

(2) The Conference agrees with the broad areas for advance action indicated in the Working Paper.

(3) In view of the difficulties of raising resources which the State Governments are facing, the funds required for advance action during the current year and the next should be provided by the Central Government as a special grant-in aid.

CULTURAL DEVELOPMENT

(1) The Conference welcomes the proposal to formulate a separate plan for programmes of cultural development in the Fifth Five Year Plan (1974-79).

(2) The Conference accepts the proposal that the Ministry of Education, Social Welfare and Culture may immediately set up Working Groups for (i) culture and education; (ii) library development and gazetteers; (iii) museums and art galleries; (iv) archives; and (v) archaeology. These Working Groups may consist of representatives of the Ministry of Education, Social Welfare and Culture, State Governments and selected experts in the field. A separate Working Group of Anthropologists may also be set up for formulating a plan regarding the development of anthropology (including the programmes of the Anthropological Survey of India). The Conference requests the State Governments to give full cooperation to these Groups so that they would be in a position to submit their interim reports by the end of the first week of October, 1972 and their final reports by the end of first week of November, 1972. In the light of these reports, the Conference recommends that the Ministry of Education, Social Welfare and Culture may formulate the interim and final proposals on cultural programmes in the Fifth Five-Year Plan and submit them to the Planning Commission in October and December, 1972 respectively.

(3) The Conference suggests the following tentative allocations for different sectors (these are exclusive of a provision of Rs. 30 crores made in the Education Plan) :

	(Rs. in crores)
1. Culture and Education	50
2. Library Development	20
3. Museums and Art Galleries	15
4. Archives	10
5. Archaeology	20
6. Anthropology	1
7. Gazetteers	1
8. Miscellaneous Schemes	3

120

(4) There is great overlap, in so far as cultural programmes are concerned, between the Ministry of Education, Social Welfare and Culture, and the Ministry of Information

and Broadcasting. The Conference recommends that, for purposes of proper coordination and implementation, all cultural programmes should be coordinated, at the State Secretariat level, and placed under one Secretary who should also be in charge of all educational programmes. This is already the position in most States; the separation of cultural programmes from education has been done only in a few States and that too partially. The Conference was of the view that single secretary in charge of education and culture was an essential arrangement.

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