

PROCEEDINGS
of the
Twenty-Seventh Meeting
of the
CENTRAL ADVISORY BOARD OF
EDUCATION



MINISTRY OF EDUCATION
GOVERNMENT OF INDIA
1960

Publication No. 492

Price :

CONTENTS

1. PROCEEDINGS—	PAGES
(i) Inaugural address by Dr. K. L. Shrimali	4—11
(ii) Recommendations	11—26
2. APPENDICES—AGENDA AND MEMORANDA ON THE ITEMS DISCUSSED—	
(i) Appendix A—Agenda	27—30
(ii) Appendix B—Memorandum on Item 3— Report of the Committee on Religious and Moral Instruction .. .	31—47
(iii) Appendix C—Memorandum on Item 4— Report of the Committee on National Service	48—61
(iv) Appendix D—Memorandum on Item 5— Examination of Higher Secondary school candidates with compulsory English and without English;—Desirability of two types of public examinations	62
(v) Appendix E—Memorandum on Item 6— Attaching class VIII to Higher Secondary section and spreading the course to four years	62
(vi) Appendix F—Memorandum on Item 7— The establishment of State Evaluation Units to promote examination reform	63—70
(vii) Appendix G—Memorandum on Item 8— The provision of science teaching in every Secondary school and the preparation of an adequate number of qualified and trained science teachers for the purpose	71—74
(ix) Appendix H—Memorandum on Item 9— Grant of adequate Central assistance for schemes under University education to States having low output of graduates	75

**PROCEEDINGS OF THE 27TH MEETING OF THE CENTRAL
ADVISORY BOARD OF EDUCATION HELD AT NEW DELHI
ON 6TH AND 7TH FEBRUARY, 1960**

The 27th Session of the Central Advisory Board of Education was held at Vigyan Bhawan, New Delhi on 6th and 7th February, 1960. Dr. K. L. Shrimali, Education Minister, Government of India, presided. The following were present :—

Ex-officio Members :

1. Dr. K. L. Shrimali, Education Minister
2. Shri K. G. Saiyidain, Education Secretary, Ministry of Education

Nominated Members :

Nominated by the Government of India

1. Shri N. K. Sidhanta
2. Smt. Hansa Mehta
3. Smt. Rukmini Devi Arundale
4. Smt. Ranu Mookerjee
5. Rear Admiral B. A. Samson
6. Shri E. W. Aryanayakam
7. Shri T. S. Avinashilingam Chettiar
8. Shri A. A. A. Fyzee
9. Dr. V. S. Jha
10. Dr. Sushila Nayar
11. Shri M. S. Thacker

Nominated by the Inter-University Board

1. Dr. A. L. Mudaliar
2. Shri D. C. Pavate

Nominated by the All-India Council for Technical Education

1. Dr. T. Sen
2. Shri T. N. Tolani

Members Elected by Parliament :

Rajya Sabha

1. Dr. Nihar Ranjan Ray
2. Dr. (Smt.) Seeta Permanand

Lok Sabha

1. Smt. Laxmibai Sangam

Representatives of States :

Andhra Pradesh

1. Shri S. B. P. Pattabhi Rama Rao, Minister for Education
2. Shri J. P. L. Gwynn, Education Secretary
3. Shri N. Ram Lal, Director of Public Instruction

Assam

1. Shri R. Das, Deputy Education Minister
2. Shri S. C. Rajkhowa, Director of Public Instruction

Bihar

1. Kumar Ganganand Sinha, Minister for Education
2. Shri Saran Singh, Education Secretary
3. Shri S. Sahay, Additional Secretary
4. Shri K. Ahmed, Director of Public Instruction

Bombay

Dr. A. G. Pawar, Director of Education

Jammu & Kashmir

Shri Harbans Singh Azad, Minister for Education

Kerala

Shri Rama Varma, Director of Public Instruction

Madhya Pradesh

1. Shri Shanker Dayal Sharma, Minister for Education
2. Shri L. C. Gupta, Education Secretary
3. Shri S. P. Varma, Director of Public Instruction
4. Shri B. V. Deo, Deputy Secretary

Madras

Shri N. D. Sundaravadelu, Director of Public Instruction

Mysore

1. Shri Anna Rao Ganamukhi, Minister for Education
2. Smt. Grace Tucker, Deputy Education Minister
3. Shri A. C. Deve Gowda, Director of Public Instruction

Orissa

1. Dr. Harekrishna Mahtab, Chief Minister
2. Shri B. C. Das, Director of Public Instruction

Punjab

1. Shri Amar Nath Vidyalkar, Education Minister
2. Shri Yash Pal, Deputy Education Minister
3. Shri C. D. Kapur, Education Secretary
4. Shri S. N. Sehgal, Joint Director of Public Instruction

Rajasthan

1. Shri M. L. Sukhadia, Education Minister
2. Shri S. S. Saxena, Director of Education

3. Shri J. S. Mehta, Additional Director of Education
4. Shri A. G. Garde, Director of Technical Education

Uttar Pradesh

1. Shri Kamlapati Tripathi, Education Minister
2. Shri R. S. Yadav, Deputy Education Minister
3. Shri C. N. Chak, Director of Education
4. Shri K. N. Malviya, Deputy Secretary, Education
5. Shri Balwant Singh Sial, Joint Director of Education

West Bengal

1. Shri Rai Harendra Nath Chaudhuri, Education Minister
2. Dr. D. M. Sen, Education Secretary

Representatives of Union Territories :

Delhi

Shri B. D. Bhatt, Director of Education

Manipur

Shri S. D. Bahuguna, Director of Education
Secretary of the Board—Shri P. N. Kirpal

The following members of the Standing Committees on Basic and Social Education who are, otherwise, not members of the Board, also attended :

1. Shri Shriman Narayan, Member, Planning Commission
2. Shri G. Ramachandran
3. Dr. E. A. Pires
4. Shri Ranjit M. Chetsingh
5. Shri Mushtaq Ahmed
6. Shri T. Madiah Gowda
7. Smt. Kulsum Sayani
8. Shri A. R. Deshpande
9. Shri D. P. Nayar
10. Miss S. Panandikar

The following attended the meeting by special invitation :

1. Dr. C. D. Deshmukh, Chairman, University Grants Commission
2. Maharaja of Patiala
3. Smt. Durgabai Deshmukh, Chairman, Central Social Welfare Board, and Chairman, National Committee on Women's Education
4. Shri A. N. Khosla, Member, Planning Commission
5. Shri A. K. Bhonsle
6. Shri M. R. Kothandaraman, Adviser, Planning Commission

The following members were unable to attend :

1. Col. B. H. Zaidi
2. Smt. Zarina Currimbhoy

3. Dr. A. C. Joshi
4. Dr. K. S. Krishnan
5. Dr. Mohan Sinha Mehta
6. Shri Raghubar Dayal Misra
7. Mr. Frank Anthony
8. Dr. K. C. Naik

Inaugurating the 27th session of the Board, Dr. K. L. Shrimali paid a tribute to the memory of the late Dr. J. C. Ghosh. 'Dr. Ghosh who was an eminent scientist and a member of the Planning Commission', he said, 'had made valuable contributions to the deliberations of the Board during his membership'. On his suggestion, the members observed a minute's silence in Dr. Ghosh's memory.

The Chairman then delivered the following inaugural address :

"I have great pleasure in welcoming you to the 27th meeting of the Central Advisory Board of Education. We are meeting today after a year. Though we are still greatly handicapped on account of lack of adequate financial resources, we have moved forward with faith and determination towards our goal of building up an educational edifice suited to our present and future needs. There are people who are impatient with our achievement and express dissatisfaction with the educational system both in the press and on the platform. This is understandable since the road of educational reconstruction is long and arduous and takes years to produce tangible results. The reports that have been placed before you about the activities of the Ministry in various fields will give you an idea of what is being done to expand and develop education. I do not, therefore, propose to survey the whole field, but to confine my remarks to a few issues of outstanding importance about which your advice and comments will be welcome.

"One important problem which continues to agitate our minds and which has recently assumed an epidemic form is that of students' unrest. Two of our universities in Uttar Pradesh had to be closed down recently on account of disturbances. The Inter-University Youth Festival which had run smoothly during the last five years was also marred by ugly events in Mysore. During the last five years serious disturbances have taken place in various universities. While the students start agitation for different and usually frivolous reasons, the events take more or less the same pattern. Students have demanded reduction in fees, free entry to cultural shows or tournaments, admission of undeserving students to the universities, dismissal of some teachers, banning the publication of a report or book, cancellation of action taken by invigilators for adoption of unfair means in examinations, etc. When the university authorities refuse to accept their demands, they start strikes and hunger strikes, stage processions and meetings, and indulge in defiance of law and physical violence which have ultimately led in some cases to police intervention and closure of the universities. This is a sad story and it continues to repeat itself. These happenings have brought discredit to the universities and to some extent have tarnished the fair name of our country, specially at a time when our universities had begun to attract large number of students from foreign countries. It is all the more deplorable that this should have happened at a time when the country is engaged in an urgent and gigantic task of national

reconstruction. If the present disruptive tendencies among the students are not arrested and they continue to resort to direct action and physical violence, this state of affairs will lead to all-round deterioration of national life, since the future of the country depends on the quality of men and women who come out of the universities. We must, therefore, put an end to this malady which is eating into the vitals of our national life.

"I shall not go into all the causes which have led to this situation for they are well known. They are many and arise from the need for adjustment and stability in a period of rapid transformation when traditional values and institutions are disintegrating without giving rise to new bonds and loyalties. The present economic situation and the dread of unemployment, which create uncertainty in the minds of our youth, also contribute to the difficulties of the situation. The University Grants Commission has appointed a Committee to go into the various causes of students' indiscipline. I hope the Commission will be able to suggest suitable remedies. I do not want to anticipate their recommendations but it is evident that in the ultimate analysis, the present situation is a result of failure on the part of parents to exercise proper control over their wards and of teachers to win the respect, affection and confidence of their students. It is all the more tragic that, in many cases, the teachers themselves have been found to instigate students to start agitation. There are also politicians who are always ready to fish in troubled waters and exploit the students for their political ends. I cannot think of a more heinous social crime than the teachers instigating their students to indulge in anti-social activities and politicians exploiting them for their selfish ends.

"The university as an autonomous and corporate body is created by the State to enable students to pursue their studies and seek truth and knowledge in an atmosphere of freedom and under the guidance of respected and scholarly teachers. Its success depends on the harmonious relationship between the students and the members of the staff. When this relationship breaks down, as has happened in several universities, the university ceases to function and its autonomy is gravely undermined. It is not a pleasant thing either for the university or for the Government that the police should guard the portals of a university to maintain some semblance of law and order; at the same time when teachers lose their hold over students and the latter take the law into their own hands, it becomes the duty of the Government to support the university authorities to curb hoodliganism. The university is the last place where the protection of the police should be sought for the maintenance of law and order but when the students begin to question the authority of their teachers and, instead of seeking guidance from them, begin to judge their conduct, the proper relationship between teachers and pupils breaks down and there is virtually an end of all academic life.

"The universities must make it clear to the students that, while they will consider all their demands sympathetically and try to deal with their legitimate grievances, they will not yield under any circumstances to threats of direct action. It is the duty of the university to look after the welfare of the students but action committees, hunger strikes, processions and mass agitation organised by the students' unions are repugnant to the academic atmosphere of the university and destructive

of its liberal corporate life. The students who indulge in these activities have no place in the universities and there should be no hesitation in taking disciplinary measures against them.

“The universities should also make the teachers realise that they cannot be absolved of their responsibility in a situation where the students in a body revolt against them. There must obviously be something wrong in their attitude and behaviour which leads the students community to an open revolt against them. In well-managed educational institutions where teachers are dedicated to their work and are genuinely interested in their students, they command their respect and there is no problem of indiscipline. The problem arises only in those institutions where factionalism is rampant, where teachers are more interested in securing personal advantage and power than in teaching and guiding their students and where personal contact is weak or entirely absent. If this problem is to be tackled effectively the university authorities will have to weed out by some process of screening those teachers who are incompetent or do not maintain high professional integrity. The universities should also adopt positive measures to establish greater contact between teachers and students through the tutorial system and other ways. The universities should not deal with students in mass but as individuals and place small groups of students under teachers who should be made responsible for their proper guidance and supervising their conduct and behaviour. It is only by improving the relationship between students and teachers and by establishing more intimate contact between them that the universities can eventually solve this problem. The problem of discipline is a human problem and can be solved only in a human way.

“In order that the students may receive effective guidance both in their studies and general behaviour the number of students in each university will have to be limited. The University Grants Commission has already made some suggestions to the universities in this regard but so far many of them have not paid much heed to their advice and have failed to resist the pressure of increasing numbers seeking admission after passing out of the High schools. It is after serious deliberations that the University Grants Commission has come to the conclusion that there can be no improvement either in the academic standards or in the behaviour of students unless we restrict their number and admit only those students who are likely to benefit from Higher education. The University Grants Commission cannot remain indifferent to a situation where the universities continue to admit students in larger numbers than they can manage, and when they become actually unmanageable, they have to close down with the result that those students who are serious about their studies also suffer. This situation is intolerable and if the universities continue to ignore the advice of the University Grants Commission, it will have to consider whether it can continue to give grants under such circumstances. I do hope that the Commission will get the full cooperation both of the universities and the State Governments in rehabilitating universities and such a situation will not arise.

“With regard to the politicians who exploit the students for political ends we have no remedy except to appeal to their conscience. A suggestion has been made that we should call a conference of the leaders of all political parties and come to a gentleman's agreement not to

exploit the students for political ends. From our past experience I am not hopeful of any satisfactory solution coming out of this conference since there are some political parties and groups which thrive on students' unrest and agitation. The real remedy lies only in greater vigilance on the part of parents and guardians and in creating a healthy public opinion against the exploitation of immature students by political parties for their selfish ends.

“There is a growing feeling in the country that much of indiscipline and frustration among the youth is at least partly due to the fact that our educational institutions have failed to make any provision for the teaching of moral and spiritual values. This matter was discussed at the last meeting of the Central Advisory Board of Education and on the recommendation of the Board a committee was appointed under the chairmanship of Shri Sri Prakasa, Governor of Bombay.

“The Committee has warned us that, if we lose sensitiveness to moral and spiritual values and fail to practise them in our life, we shall be a nation without a soul, and our attempts to imitate the outer forms of other lands without understanding their inner meaning or psychologically attuning ourselves to them would only result in chaos and confusion. The first signs of this danger are already very distinctly visible on the horizon. The only way to save ourselves from the impending peril is to inculcate moral and spiritual values in our youth. The suggestions made by the Committee do not in any way circumvent Article 28 of the Constitution, since their emphasis is essentially on the inculcation of those common moral and spiritual values—such as personal integrity, honesty, self-discipline and tolerance—which exalt and refine life and without which no society can thrive. It is a mistaken belief that a secular State is opposed to the inculcation of moral and spiritual values; it only rejects the concept of a State religion. In fact, a secular democracy cannot survive unless it is based on certain definite ethical principles and spiritual values and all its social institutions are geared to cultivate them in the intellectual and emotional dispositions of the young. This situation makes special claims on the schools, which are now beginning to play a more active and central role in the making of the young. A school would fail to discharge its functions if it does not make the young appreciate intelligently the moral and spiritual heritage of our society which can not only give them an insight into the complicated problems of today but also help them in facing an uncertain future with courage and conviction. A society, which aims at giving the greatest possible freedom to individuals must also expect them to cultivate and exercise moral restraint and self-discipline; otherwise freedom degenerates into licence. I hope the Sri Prakasa Committee's Report which has been placed before you, will receive due consideration by the Board.

“The Government has had under consideration for some time a scheme for introducing National Service in order to divert the energies of the youth to constructive channels and improve their standards of discipline. You will recall that the scheme was discussed at the last Education Ministers' Conference which was unanimous in its opinion that there was an urgent need for working out a practicable scheme for the purpose. The general feeling at the Conference was that the question of introducing the scheme on a compulsory basis should be considered after the experience of organising pilot projects on a voluntary basis

is available. The Conference also recommended that a committee should be appointed to work out the details of the proposed Scheme. The Committee appointed under the Chairmanship of Dr. C. D. Deshmukh has now submitted its report. The Committee has recommended that all students passing out of the Higher Secondary schools or the pre-University class should be drafted for national service on a compulsory basis for a period of nine months to one year. It has further recommended that, during this period, they should be required to live under military discipline and engage themselves in productive and constructive work which will bring tangible benefits to the community. During this period they should also have some suitable form of general education to bring about greater emotional integration and orientation towards activities of national reconstruction. This experience of National Service will, I hope, enable the students to grapple more successfully with problems of real life and make the transition from school to vocational employment easy and smooth and thus be of immense advantage to students who want to enter life after their Secondary education. At the same time, the students who wish to proceed to the university will have attained the age of about 18 and will be more mature and more able to derive full benefit from University education. The programme of National Service as envisaged by the Committee is essentially an educational programme which aims at improving the quality and training of manpower. Men and women thus hardened and disciplined, will be available not only for immediate schemes of national reconstruction but also for any emergency that the nation may have to face. The Committee has also recommended the setting up of an independent National Board to plan, implement and evaluate the programme of National Service. The recommendations of the Committee are now under examination. It would help the Government in coming to a decision if the members express their views at this stage on the general principles of this Scheme.

“With our limited resources we have also taken various positive measures for providing healthy outlets for the youth. The Sports Council has been reorganised and grants have been given to the State Governments for the acquisition of playfields and the purchase of sports equipment. The Government will soon launch the National Physical Efficiency Drive to arouse the enthusiasm of people for higher standards of physical efficiency and achievement. A National Institute for Sports is proposed to be set up in the near future to produce coaches of outstanding ability to work at national and State levels. If these efforts are supplemented by the State Governments and the community I have no doubt that the youth of the country will improve physically and take a more active share in games and sports and be diverted from destructive and anti-social activities.

“Government are also greatly exercised about the reorganisation of Secondary education to give it a more practical bias so that the students may enter trades and vocations after passing their High School examination. The Directorate of Extension Programmes for Secondary Education which has been set up under the Ministry, has been giving serious attention to this problem. On surveying the problems of the Multipurpose schools, the Ministry has recommended the setting up of 300 new Multipurpose High schools, one in each district of India, to

serve as demonstration Multipurpose schools, and also the establishment of four regional Teacher Education colleges for the purpose of preparing teachers in agricultural, commercial, home science and technical courses and also for purposes of vocational guidance. These four regional training institutions are expected to serve as leadership centres for stimulating the development of research and for promoting additional graduate education in the new fields. These proposals are now under consideration.

“The biggest single project that is proposed to be undertaken in the field of education during the Third Five-Year Plan is the introduction of compulsory Primary education for the age-group 6—11. This will be a huge programme involving the enrolment in schools of about 200 lakhs of children, 4 lakhs of additional teachers and an expenditure of about Rs. 300 crores. This is a programme of great magnitude and will require the fullest cooperation of the Central and State Governments as well as of the community.)

“The general principles of the plan and the steps for implementing the project were discussed at the Education Ministers’ Conference held in August, 1959. Detailed studies about the Primary education situation in each State of India are being made. Reports about the States of Orissa, Bihar, U.P., Rajasthan, Madhya Pradesh and Jammu and Kashmir, which are educationally backward have been completed, and we are having discussions with the State Governments to find out ways and means of reaching our targets. These six States contain about 70 per cent of the total non-attending children in the country and it is clear that adequate financial assistance will have to be given to them to bring them up to the average level of other States. The manner in which Central assistance should be made available is being examined at present. In this connection, another problem which is causing serious concern to the Government is the backwardness of girls’ education. The Government have accepted some of the recommendations made by the National Council for Women’s Education to meet the situation and measures to step up the progress of girls’ education are being given an important place in the Third Plan.

“The Government of India have already initiated a scheme for producing an adequate number of trained teachers by increasing the intake capacity of the existing training institutions and by opening new institutions where necessary. Central grant on a 100 per cent basis is being given to the State Governments and Union Territories for 1959-60 and 1960-61 for the purpose. The Scheme envisages regular training for about half of these additional teachers and short orientation courses of eight to ten weeks’ duration for the rest. An attempt is also being made to train as many women teachers as possible under this programme. In order to achieve the qualitative improvement in teachers’ training it has been recommended to the State Governments that, as far as possible, the minimum qualifications for admission into training institutions should be raised to matriculation or its equivalent and the training should be of two years’ duration on the Basic pattern. The Governments of Andhra Pradesh, Assam, Bihar, Bombay, Madhya Pradesh, Orissa, Rajasthan, U.P. and West Bengal have so far been given administrative approval for increasing the training facilities by 19,480 additional seats by 1960-61 for teachers of Primary schools.)

“A programme of such magnitude will pose various problems and difficulties and the success of the programme will depend largely on the foresight and the ability with which the administrators execute it. It will also be necessary to seek the cooperation of the community, since no amount which can be provided in the budgets of the Central and State Governments alone can ever be sufficient to meet the multifarious needs of our Primary schools—such as buildings, school meals, grant of assistance to poor children in the form of books, educational equipment, clothes etc. In order to secure effective cooperation and participation of the community in this gigantic task, we shall have to intensify the efforts which are already being made and which have yielded fruitful results in many States.

“I should also like to make a reference to our desire for introducing increasing equality of opportunity in education through expanding our schemes of scholarships. There is no waste more tragic than the waste of human talent, the failure to provide opportunities for Secondary and Higher education for promising and meritorious students who have not the necessary financial resources for the purpose. Ideally, every talented young man and woman in the country should be able to receive education up to the highest level from which he or she is capable of profiting. Actually, we are anxious that, so far as our resources permit, in the Third Plan our scholarship scheme should cover as many talented students at different levels as possible so as to give fuller content to our ideal of social and economic democracy.

“Lastly, I should like to touch on one point which, in my opinion, is of great importance and which requires careful consideration by the Board. It has been the policy of the Government to encourage the growth of private institutions both at Secondary and Collegiate level. During the past few years, on account of increased taxation, the sources of private charity are drying up. There is a feeling in some quarters that Government should take over the privately managed institutions. This is an unhealthy trend and we should counteract it by removing those factors which cause a sense of uncertainty in the minds of the people who manage these institutions. Public participation in education is essential for the healthy growth of democratic traditions in education for the preservation of academic freedom and for promoting educational progress and experimentation. It should be our endeavour to give liberal assistance to voluntary organisations and to strengthen the association of the people in the development of education at all stages. I am not unaware of the many weaknesses of some private institutions, exploitation of teachers, misuse of public funds, intrigues, factionalism and communalism among the members of the governing bodies who often utilise the institutions for selfish and political ends. In spite of these shortcomings which can be removed by exercising proper vigilance and control, I am of the view that it would be a retrograde step for the Government to take over these institutions. Realising the great contribution which the voluntary organisations can make to the development of education, our Ministry has been giving special assistance to voluntary organisations of all India importance and we would like to expand the scope of the scheme so as to cover a larger number and variety of institutions. I would also urge upon the State Governments to make the grant-in-aid rules more liberal so that the public may continue to

participate and share in the responsibility of the Government for education.

"In the end I should like to express my gratitude to the members of the Board and to Dr. C. D. Deshmukh, Chairman of the University Grants Commission, whose willing co-operation and unstinted support have been of great value to me in my arduous work."

The Address was followed by a general discussion on the points made by the Chairman. A brief summary of the discussion is given below.

Prof. Sidhanta : Calling attention to the problem of indiscipline on which the Chairman had dwelt at length in his Address, Prof. Sidhanta said that student indiscipline had become one of the most disturbing features of this country's academic life. One reason for the present malaise, he said, was that with the unprecedented expansion of educational facilities at all levels, students were now coming from homes where no wholesome influence was available to supplement the educational work of the schools and colleges. Another important reason, according to him, was to be found in the irresponsible politician who rarely failed to fish in troubled waters for his own selfish ends. As there was no effective opposition in the national Parliament, or in the elected State Legislatures, it was hardly possible to make the politician behave in a more responsible manner. Coming to the remedies, he stressed, *inter alia*, the need for the training of university teachers. At present teacher training was confined to school teachers only. There was no reason why university teachers also should not be required to undergo a regular course of training before taking up university work.

Shri Kamalapati Tripathi : Analysing some of the incidents which had taken place in the universities of Uttar Pradesh in recent years, Shri Tripathi suggested that manifestations of indiscipline generally followed a recognizable pattern. To begin with, there is some unreasonable demand by the students. When the demand is rejected, students react by resorting to hunger strike. At this stage the political parties intrude themselves into the picture and by inciting students make any compromise difficult. The situation deteriorates and law and order come under serious threat. The authorities naturally seek the intervention of the Police which complicates the matter further. The Press, as a rule, is unduly critical of the educational authorities and rarely says anything against the students and their instigators. All these factors conspire to produce an ugly situation even though the number of students who are actively interested in starting or supporting agitations is always very small. The only sound measure, in his opinion, necessary to combat this evil would be to improve the financial position and social status of the university teacher. Only then would he interest himself seriously in the welfare of his students.

Shri Mohanlal Sukhadia : Shri Sukhadia made a number of suggestions for tackling the indiscipline problem. He favoured the idea of restricting admissions to the universities and suggested that a minimum age for entrance should be prescribed for the purpose. In no circumstances should a student who did not fulfil the age condition be allowed to go to the university. He was against direct elections of the office-bearers of student bodies. An indirect method, in his opinion, would be more appropriate. He suggested that the Centre should prepare a model constitution for the student unions and circulate it to the States. Further, he recommended the withdrawal of the right of students to issue election manifestoes. Once the manifestoes were issued,

the student leaders, when elected, had no choice but to agitate for their declared objectives.

He made a special plea to the University Grants Commission for assisting the backward States more liberally. As facilities for Higher education in such States were not up to the standard, such assistance was fully justified. He also suggested that the assistance normally available to private colleges should be extended to Government colleges in the backward States.

Shri Avinashilingam Chettiar : Shri Chettiar was of the view that selection of university teachers should not be made on the basis of academic qualifications only; some assessment of their character and personality should also be made. Suggesting the reorganisation of the examination system, he said that a student's success should depend not only on his performance in the written examination but also on the quality of his character and behaviour.

Commenting on elections to university bodies, he said that at present there was hardly any chance for a good teacher to get elected to such bodies. There was so much party politics in these matters! If things are to improve, suitable methods will have to be devised by which only teachers of good character should get elected to these bodies.

Dr. (Mrs.) Secta Parmanand : One important reason why students were indisciplined all over the country, Mrs. Secta Parmanand said, was that teachers and leaders themselves were indisciplined. It was no use expecting students to be disciplined when the leaders behaved differently. While entering a college, she suggested, every student should be given a small booklet informing him of the code of conduct that he will have to follow and of the penalties its breach would entail. Further, while applying for a job, every student should be required to produce a certificate testifying to his disciplined character and sense of responsibility.

Regarding teacher politicians, she suggested that those who were found guilty of instigating trouble should be given exemplary punishment. The punishment to a teacher should be severer than that to an ordinary citizen for a similar offence.

Dr. Parmanand also expressed concern about the increasing cinema-going tendency among young students. She felt that many of the films that are screened everyday were objectionable from the educational standpoint. Such films played havoc with the character of young children. Many of the pictures challenged the age-old values of the Indian society. Under such conditions how could young children who see these pictures be expected to develop any faith in or regard for their culture? Unless some effective control over the production and screening of films was exercised, the present malady would continue. She also suggested the establishment of children's clubs where they could participate in interesting extra-curricular activities.

His Highness The Maharaja of Patiala : The Maharaja was not sure whether the majority of teachers today were capable of setting the right kind of example before their students. Also, the present system of education served to turn children into little better than so many cramming machines with hardly any outlet for ventilating their surplus energy. In such circumstances, indiscipline was natural. He made a fervent plea for making an adequate provision in the Third Five-Year Plan for out-door activities in schools and colleges. The secret why the N.C.C. movement was so popular was that it provided adequate opportunities to young students for disciplined out-door

work. If society wants to foster qualities of discipline and hard work among its youths, it will have to extend such facilities on a more liberal scale.

Shri Amarnath Vidyalkar : Shri Vidyalkar attributed the present student unrest to the lack of effective personal contact between the teacher and the taught. In many institutions there was no tutorial system; in others it functioned only in name. He suggested that the maintenance of discipline in an institution should be the collective responsibility of the entire staff. Whenever an untoward incident occurred, an entry should be made in the character roll of every member mentioning that the incident occurred while the teacher was on the staff of the institution concerned. Several such entries in the roll of a teacher would indicate that either he was an undesirable character or that he was not given to pulling his full weight in the matter.

Shri Vidyalkar did not agree with those who suggest that either the right to form student unions should be extinguished or that such unions should function along pre-determined lines. Denial of democracy was no answer to the problem. The only effective remedy would be to associate the teacher more and more with the student activities, curricular and extra-curricular. If such association was assured, there would be a far greater understanding between the teacher and the taught than was found today.

Dr. (Miss) Sushila Nayar : Dr. Nayar thought that the main reason for the present day indiscipline among students was the paucity of good teachers. Since society was not willing to pay its teachers well, it was not able to recruit the right type of teachers for manning the nation's schools. She felt that a community, if it was seriously concerned about the future of its children, should see to it that those who go into the educational line, can get the highest emolument that anyone can in any other line if he can get to the top in his chosen line. Secondly, it was important to select teachers who could set an example to the students in their personal life. Separation of public and personal life was undesirable in all fields. It was inexcusable in the field of education. In the selection of teachers political consideration should not be allowed to come into play.

As for the opening of new colleges, she said that as far as possible new colleges should be opened in the rural areas so that there would be few distractions and students and teachers would seek each others company for entertainment and extra-curricular activities. In the urban areas, people—which includes teachers and students—share very few common interests. Consequently, there is very little participation and sharing of mutual concerns in such areas. In a rural setting, on the other hand, conditions of living foster common interests and ties more naturally.

As regards the tutorial system, she suggested that the pupil-teacher ratio should be made more favourable. A tutor should also be given a small entertainment allowance with which to entertain his group occasionally.

Shri E. W. Aryanayakam : Shri Aryanayakam complained that the university curriculum contained much dead wood and that it had not kept pace with kaleidoscopic changes occurring during the last thirteen years. Important subjects like Socialism, *Sarvodaya*, *Bhoodan* Movement, found no place in the university scheme of study. He also regretted that education was not being given a fair deal in the national planning. If the educational needs of the country were not to suffer, the Government could provide at least a thousand crores in the Third Five-Year Plan for education.

Smt. Rukmini Devi Arundale : Smt. Arundale was definite that it was possible to teach the fundamental principles of the great religions without

creating any dissensions or ill will. She stressed the need to provide adequate facilities for activities like dance, drama and music so that students can learn to express themselves through these creative media. She also suggested that the students should not be allowed to take part in political elections.

Shri Annarao Ganamukhi : Shri Annarao Ganamukhi suggested that universities should undertake only postgraduate work. All teaching up to the degree level should be the responsibility of Government and private colleges. Today many colleges were having classes right from the first year of the Intermediate to the postgraduate level. When students of such varying ages, background and levels of maturity came together, problems of indiscipline were bound to arise. He also suggested that students who have failed twice in an examination should not be allowed to continue with their studies. It was these students who were often at the bottom of student strikes and agitations.

Shri Harbans Singh Azad : Shri Azad deprecated the use of students as polling agents. Further, no teacher should be permitted to become a member of a political party. In his opinion it would also be necessary to vest the heads of institutions with sufficient authority to deal with student agitation on their own. At present, the Principals of colleges were helpless because they were not able to proceed even against those teachers who had been found guilty of fomenting trouble. If they were made 'the complete masters of their shows', he said, many of the present day problems would melt away. Teachers also should be told, he said, that unfavourable entries in their character rolls would disqualify them for higher positions.

Dr. V. S. Jha : Dr. Jha said that many of the suggestions made by the members took a rather long range view of the situation. As such they would take time to bear fruit. The important question on the other hand was what was to be done immediately. He suggested that educational authorities should be given sufficient power to deal effectively with emergencies. He also advocated a legal ban on hunger strike as a weapon of redressing students' grievances.

Dr. C. D. Deshmukh : Winding up the discussion on the subject of students indiscipline, Dr. Deshmukh clarified that as the Committee appointed by the University Grants Commission to look into this question had not yet submitted its report, he was speaking only in his personal capacity. He began by questioning the thesis that university indiscipline arose primarily because of lack of teachers, lack of accommodation etc. While these problems exist everywhere, he pointed out, not every part of the country has suffered from student unrest in an equal measure. The Punjab and the South, for instance, were relatively free from this trouble. Referring to the incidents at Annamalai, Mysore, Hyderabad and Jaipur in some detail he tried to show that in each case the trouble was due less to any sense of frustration among students or to any supposed lack of faith in moral values on their part than to some local issue or to the bad and tactless handling of the situation by the authorities concerned.

In so far as the universities of U.P. were concerned, it was not without significance, he pointed out, that the trouble occurred only in the residential universities. The chief difficulty perhaps lay in the ever growing size of these universities. Further expansion of university education, he suggested, should be in terms of teaching-cum-affiliating universities and not in terms of residential centres. This was the only way to keep institutions from growing into mammoth, unmanageable establishments.

With regard to the suggestions made by the members, he shared Dr. Jha's concern that most of them were of a long range character and would take time to mature. One had also to think of the immediate measures. What should be done, for instance, if an unforeseen situation developed in which students took law and order into their own hands and refused to listen to the counsel of their teachers? His own feeling was that it should be left entirely to the authorities concerned to decide what was right and what was wrong in a given situation. It should also be open to the authorities to take such action as they consider necessary to bring home the guilt to those who were found guilty.

He wanted, he said, the politicians to keep off from meddling with university affairs. When the leaders of political parties behaved in an indisciplined manner, one has no right to ask for good behaviour from the students.

With regard to the functions of the student unions, he was very clear that it would be necessary to confine the activities of these unions to cultural and academic matters. It should not be open to them to interest themselves in the administration of institutions. While most of the student unions were formed, at least partly, for the sake of academic activities in actual functioning their main pre-occupation was meddling with administrative affairs. In many places the situation had become really serious. Since the State Governments were doing nothing in the matter, the University Grants Commission, he informed the Board, were seriously considering whether on account of their statutory responsibility towards standards they could not intervene in the matter. In a particular situation, if the Vice-Chancellor was ineffective, it should be the responsibility of the State to take charge of the situation. If that also did not happen, it should be open to the Centre, he pleaded, to intervene.

He also called attention to the fact that the majority of office-bearers of student unions were indifferent students. He wondered whether it would not be worthwhile to make students who had not given a good account of themselves in their studies ineligible for holding the union offices.

The Board then took up the Agenda.

Item No. 1 : To record appreciation of the services rendered by those who have ceased to be members since the last meeting of the Board and to welcome new members.

The Board recorded its appreciation of the services of Dr. S. R. Sen Gupta, representative of the All-India Council for Technical Education, and Shri L. S. S. Kumar, representative of the Agricultural Research Institute who had since ceased to be the members of the Board. It extended its welcome to the three incoming members, namely, Shri Mohan Sinha Mehta, Vice-Chancellor of the Rajasthan University, Shri T. Sen, a nominee of the All-India Council for Technical Education and Dr. K. C. Naik, representative of the Indian Council for Agricultural Research.

Item No. 2 : To report that the proceedings of the 26th meeting of the Central Advisory Board of Education held at Madras in January, 1959, were confirmed by circulation to members and copies were sent to the State Governments and the Union Territories, etc.

It was reported that the proceedings of the 26th meeting of the Central Advisory Board of Education held at Madras in January, 1959, were

confirmed by circulation to members, and that copies were sent to the State Governments and the Union Territories, etc.

Item No. 3 : Report of the Committee on Religious and Moral Instruction.

The Board devoted a full session to the discussion of the report of the Sri Prakasa Committee. There was general agreement about the recommendations of the Committee. Shri Pavate was the only speaker who expressed doubts about the practicability of the recommendations of the Committee. His own experience as the Director of Public Instruction in the Bombay State some time ago, he said, had been that it was impossible to provide for any kind of agreed religious instruction in schools except the morning prayer. He was also sceptical about the competence of the ordinary teachers in schools and colleges to deal with religious and moral instruction competently and in a manner that would not offend the susceptibilities of other religions and communities.

Shri Rai Harendra Nath Chaudhuri, Education Minister, West Bengal observed that the recommendations of the Committee were welcome so far as they went but if religious education were considered desirable then the Committee should not have interpreted the terms of reference to mean that religious education *per se* had to be avoided in view of Art. 28 of the Constitution of India. He was of opinion that the success achieved by the missionary schools which were established by the western missionaries or the Ramkrishna Mission etc. in inculcating discipline was largely due to religious teaching that was imparted in their schools. Art. 28 of the Constitution in so far as it permits religious education in such schools and prohibits such education in institutions maintained out of State funds is somewhat self-contradictory. In his view the Government of India by appointing the Committee desired a re-examination or review of this problem and if we considered that religious education was desirable then we should frankly suggest that Art. 28 of the Constitution should be amended on the lines of the British Education Act of 1944 which permitted the voluntary schools or special arrangement schools established by particular missions to carry on religious education according to the desire of their parents; while county schools or aided institutions were permitted to provide religious education on an agreed and non-denominational basis. If it is true as the Committee had observed in para 20 that "religion through the ages has influenced all departments of life", "it has inspired man to express all that is best of him", if it is again deemed desirable as the Committee had further observed that the "personal lives of the (great) teachers invariably affect the students for their good" and, therefore, they, *i.e.*, the Committee would like to see the atmosphere of the missionary institutions extended to all schools and colleges in the country, then we should recommend that Art. 28 of the Constitution should be amended in the following way :

"Religious instruction may be provided in all educational institutions recognised by the State or receiving aid out of State funds provided that no student attending any such school shall be required to take part in any religious instruction that may be imparted or participate in any prayer or religious worship that may be conducted therein if the parent or guardian of the student desire that he should abstain from it".

A point which was emphasized by a number of speakers was that a com-

mittee or a board should be set up at the Centre for preparing textbooks and other reference literature in this field.

Dr. Deshmukh sought some clarification regarding the nature of the authority that will put the recommendations of the Committee into effect. He was also not sure whether the case for textbooks in moral and religious instruction was not being overstated. There was a danger that having produced the books, the society might think that it had done its duty by moral and religious instruction, and thus the entire matter might get relegated to schools and textbooks. Society might forget its own responsibility to set an 'example' without which no generation could grow into healthy moral beings.

Finally, the Board approved of the broad approach and the principles enunciated in the report of the Committee on Religious and Moral Education under the Chairmanship of Shri Sri Prakasa and recommended the implementation of the various suggestions made in it by the Union Government and State Governments in the light of the observations made by the Standing Committees.

Item No. 4 : Report of the Committee on National Service.

On a request from the Chair, Dr. C. D. Deshmukh introduced the report of the Committee on National Service by highlighting its salient features. While the State Education Ministers' Conference had only recommended that the scheme should be confined to university graduates and should be introduced in the form of pilot projects, the present Committee recommended that the scheme should, in the first instance, be confined to students coming out of the Higher Secondary schools. The additional year will be interposed as an intercalary year between the school leaving stage and admission to the university. The training would be compulsory for everyone irrespective of whether he went to the university or not.

Dilating on the advantages of the Scheme, Dr. Deshmukh explained that in the first place the course should result in an over-all improvement in the physical and general maturity of students. Secondly, it would equip them better to take advantage of the university education. It will also improve the quality of the national manpower and its capacity for undertaking programmes of national reconstruction. The Scheme would also equip young men and women for protecting the territorial integrity of India's frontiers, should that be necessary. He clarified, however, that the Scheme was essentially an educational scheme and not one for the promotion of military discipline.

In the discussion that followed a number of members participated. While there was general agreement about the very great importance that attached to the Scheme in the present context of things, several members emphasized the need to work out its details carefully before launching it on a national scale. Some of the points made in the discussion are summarised below.

Dr. H. K. Mahatab : Dr. Mahatab said that the scheme would cost at least Rs. 250 crores during the Third Five-Year Plan. Before deciding

* The observations of the standing committees on item 3 of the agenda are given at the end of the minutes—Annexure 'A'.

to launch it, it was necessary to find out whether an outlay of this size would be available for this purpose. He also stressed the need for making the work programmes under the Scheme as useful as possible. Unless these programmes were useful, the scheme was not likely to inspire confidence. He also wondered whether the idea of compulsion was really necessary. In his opinion compulsion and spontaneity of interest went ill together.

Prof. N. K. Sidhanta : Prof. Sidhanta agreed that the Scheme had several important advantages. The universities, for instance, should welcome it because it would help reduce over-crowding to some extent. The Scheme would also encourage students to think about themselves and their careers seriously, instead of just letting themselves drift into colleges. Despite these advantages, he was not sure whether in its present conception the Scheme was not over-ambitious. It sought to achieve within a short space of nine months what eleven years of schooling had, by implication, failed to achieve! One of the major hurdles, he thought, would relate to the recruitment of the right type of trainers without whom the Scheme could not obviously work. The question of resources was also important. If the necessary resources were not available, some kind of phasing would be inevitable. He then called attention to the fact that there was no uniformity regarding the school leaving age in different States. In some States the duration is 10 years, in others 11. In one State it is 12 years. In view of the prevailing diversity the entire question needed to be examined realistically.

With regard to the work to be completed by students, he emphasized the need to ensure that adequate care was taken of them after their completion. Nothing was more demoralizing than the neglect which such things suffered in the past. He also wanted that the possible repercussions of a scheme of this magnitude on the employment situation should be carefully studied. As it is, there is a good deal of unemployment and under-employment in the rural areas. To release a labour force of about half a million young men and women in the rural areas might introduce new tensions in the already under-developed economy. The question of student adjustment to their new surroundings was also important. Many of the students to be drafted under the Scheme will be visiting the rural areas for the first time in their lives. The presence of city-bred boys and girls in such large numbers in the countryside was bound to create problems of adjustment for all concerned. The matter needed to be looked into carefully.

Finally, he suggested that if the Scheme was to be tried out as a national programme, it would be desirable to bring to each camp students from different parts of the country. This would enable the students to appreciate the rich variety of the Indian culture and its underlying unity. The experience of working together with compeers from different parts would go a long way in curbing unhealthy regionalism and linguistic differences.

Smt. Durgabai Deshmukh : Smt. Durgabai Deshmukh called attention to the fact that in so far as girls were concerned, it would not be practicable to operate the Scheme on a compulsory basis. Because of the social backwardness of people, many parents would be unwilling to send their girls out at the age of seventeen plus.

Shri S. B. P. Pattabhi Ramarao : Shri Ramarao emphasised the need of building adequate housing accommodation in the rural areas. Since the organization of national service camps was going to be an annual feature, it would not be easy to make adequate arrangements for lodging the students in the rural areas without such facilities. He was also not sure whether in the initial stages some kind of a phased approach would not be more desirable. If in the very first year of the Scheme, for instance, all the students leaving the High and Higher Secondary schools were brought under the Scheme, the universities would certainly find themselves without any students in the 1st year class. This might create difficulties. The universities may need time to get adjusted to the Scheme and its working.

Shri G. Ramachandran : Welcoming the Scheme, Shri Ramachandran sounded a note of caution and suggested that we should be very careful in working out the details, otherwise, we might spend a lot of money, employ a lot of people and the end might turn out to be worse than the beginning.

Dr. A. L. Mudaliar : Dr. Mudaliar was happy that the Board had found it possible to devote three whole sessions to the problem of student indiscipline, moral and religious instruction and the national service scheme. These were related issues, for the main idea behind the entire discussion was to devise ways and means to produce an integrated personality.

Beginning with the problems of girls' participation in the National Service Scheme, Dr. Mudaliar felt that problems like who was to train them, would they work in the same camps with boys or in separate camps etc. were very important. He agreed with Smt. Deshmukh that the question of drafting girls under the Scheme on a compulsory basis bristled with difficulties.

He lent support to Prof. Sidhanta's idea that in view of the varying ages at which students pass the High school or Higher Secondary examination in different parts of the country, the training should cover three to four years, say 16 to 19. Students belonging to the 16-17 age-group may form one category and the others another.

With regard to the nature of service programmes, he suggested that in addition to manual work and social service, students could also be utilised for Primary instruction. There was a great shortage of competent teachers at the Primary stage. There was no reason why this new accession to the national manpower should not be utilised for remedying some of the chronic deficiencies of Primary education.

He supported Dr. Mahatab's contention that if the Scheme were to be implemented seriously, the necessary wherewithals would have to be found. He was not sure whether the estimate of Rs. 250 crores for the five years period was not really erring on the side of modesty.

He welcomed the clarification that the main idea behind the Scheme was educational and not one of military training. It would be equally mistaken, he pointed out, to think that the main purpose was to set up the 'productivity' level of the individual. The only purpose of the Scheme was to develop young men and women into disciplined and well-rounded human beings.

He did not share Prof. Sidhanta's apprehension that the Scheme, if not worked with care, might adversely affect the employment situation. There was so much work to do all round that the addition of the High and Higher Secondary school-leavers could not possibly upset the balance of the national economy.

He reiterated the point made earlier by several speakers that the Scheme would need a large army of competent teachers. Unless the teacher-pupil ratio was favourable, the Scheme would not work.

Finally, he suggested that a separate machinery would have to be set up to operate the Scheme. If that was not done and the new responsibilities were entrusted to the District administration which was already overburdened, it would only break the back of the camel. He hoped that all these issues would be carefully looked into before launching the Scheme.

Dr. (Mrs.) Seeta Permanand : Dr. Seeta Permanand suggested that the training did not need to be continuous and that, if possible, it should be distributed over three periods of three months each. This will make it easier to get the required personnel and to provide other facilities for training. She also suggested that if the Scheme was to succeed on a compulsory basis, some deterrent measures would have to be contemplated against unwilling students even if they were not going in for Higher education. With regard to the shortage of women teachers, she suggested that housewives with University degree should be considered for work on a part-time basis.

Dr. A. N. Khosla : Dr. Khosla explained that the idea of compulsory national service was really an extension of the concept of Basic education to a higher level.

Drawing attention to the financial outlay necessary to work a scheme of this magnitude, he suggested that initially the programmes under the Scheme might be confined to campus projects only. This would cut out expenditure on travel which will otherwise be necessary for the transport of students to the training centres. He illustrated his observations by referring to the buildings constructed by the students of the Roorkee University. It was very important to ensure, he said, that the programmes were really worthwhile. As far as possible, the "works" should be of a permanent nature. It was no use, he said, wasting time and energy on the building of roads which were likely to disappear with the first rains. Wherever possible, students could also be paid for the extra work done by them under the Scheme. This would help needy students.

Another suggestion made by Dr. Khosla was that work done under the Scheme should count towards the final examination. Unless the work had examination value, it was not likely to be taken up seriously. Wherever feasible, group and individual prizes should also be instituted to encourage students.

Dr. T. Sen : Dr. T. Sen was of the view that instead of prescribing a year of compulsory service at the end of the Secondary stage it would be better to provide this training at the University level. However, the training to be undergone should be integrated with the Three-Year course. This would enable a student to put in two or three months' service every year.

Smt. Hansa Mehta : Smt. Hansa Mehta emphasized the need for not making the Scheme over-ambitious. The danger was that in trying to kill

too many birds, we may not succeed in killing even one! The question of developing suitable programmes was as difficult as it was important. Her own experience had been that the majority of the Arts students were not fit for anything other than carrying 'loads'. Such unskilled work did not inspire any pride in them and far from fulfilling the purpose of the Scheme created problems of its own. The holding of camps also was not going to be an easy thing; for not all places were suitable for such camps. The need to shift the venue of the camps from place to place according to the requirements of the programmes was also likely to present difficulties.

Dr. (Miss) Sushila Nayar : Dr. Sushila Nayar emphasised that the programmes to be worked under the Scheme should take into consideration the individual aptitudes of boys and girls. It would not do, she said, to follow a regimented policy in the matter. Students interested in adopting teaching as their career should be free, for instance, to undertake literacy work; boys and girls keen for a medical career could similarly be given opportunities for mass vaccination. It would also be desirable, she said, to devise lighter activities for those whose health did not permit full participation in the regular programmes. In other ways also, it would be necessary to introduce some flexibility in the scheme. In certain places, for instance, rains and floods would make it impossible for any programmes to be undertaken during some months.

Finally, the Board resolved as follows:

"The Board welcomes the report of the National Service Committee under the Chairmanship of Dr. C.D. Deshmukh, warmly commends the objectives and policies outlined in the report, and recommends its speedy implementation after careful working of the details, specially in view of the many practical difficulties as envisaged and pointed out by the Board. The Board is of the view that the entire Scheme should be formulated and implemented within the broad framework of education in this country".

Item No. 5 : Examination of Higher Secondary school candidates with compulsory English and without English;—Desirability of two types of public examinations.

There was some difference of opinion on this proposal of the Rajasthan Government. Briefly, the argument in favour of the proposal was that the largest number of failures occurred in the subject and that a large number of students who did not go to a university had no use for English. The argument for retaining English as a compulsory subject was that it still occupied an important place in administration and in the educational and cultural life of the country, that students were generally unable to decide early whether they would proceed to Higher education and whether they had the capacity to pass the examination in English and that in any case past experience had shown that even when English was made optional, the demand for the subject continued to be universal.

Taking all the pros and cons into consideration, the Board decided in favour of maintaining the *status quo*.

Item No. 6 : Attaching class VIII to Higher Secondary section and spreading the course to four years.

The Board discussed the various aspects of this issue with reference to Elementary and Secondary stages of education and was of the opinion

that the integrated course of eight years of Basic education (6—14 years) which had already been accepted as the pattern of Elementary education should not be disturbed, particularly in view of Article 45 of the Constitution requiring the provision of compulsory education up to the age of 14.

Item No. 7 : The establishment of State Evaluation Units to promote examination reform.

Recognizing the urgency of setting up State Evaluation Units in order to bring about examination reform expeditiously, the Board recommended that State Departments should take immediate steps to set up such Units and recruit the necessary personnel, so that the training programme of the officers could be organised in time and before the commencement of the academic year 1960-61.

The Board further recommended that the training course should be conducted in one batch by the Central Examination Unit, and that it should be of about two months' duration. The expenses on this training course should be borne by the Centre.

✓ **Item No. 8 : The provision of science teaching in every Secondary school and the preparation of an adequate number of qualified and trained science teachers for the purpose.**

The Board recommended that in view of the great importance of science teaching in our schools, steps should be taken by the States to provide for the teaching of General Science in every Secondary school, and of elective science in all the old and new Higher Secondary and Multipurpose schools, by the end of the Third Plan. This meant that the supply of the requisite number of Science (B.Sc. Hons./M.Sc.) graduates should be provided for by expanding facilities in the existing colleges and increasing their intake, by preparing existing teachers through condensed courses (as was being done in West Bengal and Andhra Pradesh) and by opening new institutions. The Board wished to stress the urgency of the problem which called for the immediate attention of the States, the Centre and the University Grants Commission.

With regard to the shortage of trained women science graduates, the Board suggested that women teachers may be employed on a part-time basis if they were not able to work full-time, and even if this expedient did not solve the problem, men teachers may be appointed in the schools for girls so long as the supply of women science teachers did not improve.)

Item No. 9 : Grant of adequate Central assistance for schemes under University education to States having low output of graduates.

In view of the action** taken on the recommendation under item 11 of the Agenda of the meeting of the Central Advisory Board of Education

****Recommendation :** The Board viewed with sympathy the proposal of additional Central assistance beyond the standard rate of 50 per cent to State Governments on a scale based on the comparative backwardness of the State as revealed from its annual output of matriculates per lakh of population. It noted, however, that the general question was under discussion between the Ministry of Education and the Planning Commission. As such it was decided to await the decision of the Central Government in this behalf.

Action taken : The Planning Commission have not agreed to the Ministry's proposal of giving liberalised assistance to educationally backward States for implementation of their educational development programmes. They have, however, suggested that the position could be reviewed at an appropriate stage in connection with Third Five-Year Plan.

held at Madras last year, the matter was left for discussion in connection with the Third Five-Year Plan between the State Government, the Ministry of Finance, the Ministry of Education and the Planning Commission.

At this stage the Board adjourned with a vote of thanks to the Chair. It was decided to take up the remaining items of the Agenda at the next meeting of the Board.

ANNEXURE A

Observations of the Standing Committees of the Central Advisory Board of Education which met at New Delhi on 4th and 5th February, 1960 to consider the Agenda of the 27th Session of the Central Advisory Board of Education

Item No. 3 : Report of the Committee on Religious and Moral Education

Standing Committee on Basic Education

The report of the Committee on Religious and Moral Instruction was endorsed by the Committee. It was however, felt that the success of the programme would very much depend on evolving a uniform course of studies for all the schools in a State and the preparation of carefully written textbooks. The Committee was further of the opinion that books will be necessary not only for the students but also for the teachers, as a source of reference. Since moral instruction will be a regular feature of the school activities, a regular course should be introduced on this subject in the teacher training programmes. This will also require necessary modifications in the examination practices so that children showing better achievement in moral and spiritual values are duly rewarded. The State Governments may be directed to take action on these lines.

Standing Committee on Secondary Education

Discussing the recommendation of the Committee on Moral and Religious Instruction that "we should lay special stress on the teaching of moral and spiritual values", the Committee felt that the inculcation of these values could be effected better through creating the right atmosphere in the educational institutions than by direct teaching. The Committee also felt that the treatment should not hurt susceptibilities and, therefore, great caution must be exercised to separate moral and spiritual values from dogmas and tenets.

The Committee agreed that in order to secure a balanced presentation of values, the Centre should prepare reference material in the form of books for the use of teachers. The highest talent available in the country should be drawn upon in the preparation of these books so that the essential values of each religion may be clearly brought out without getting involved in theological doctrine.

The Committee next considered the suggestions made in the report on the frame-work of instruction at the Secondary stage, and expressed its agreement with (a) and (b). Regarding (c), it was felt that at least one period, rather than one hour, a week should be provided exclusively for the use of the books referred to above. It endorsed the principle contained in (d), namely that all the activities in the school contribute to the development of the pupil's personality. Regarding the suggestion in (e) that "qualities of character and behaviour should form an essential part of the over-all assessment of the student's performance," the Committee felt that it would be difficult to establish a relationship between these qualities and

the academic relationship between these qualities and the academic achievement of a student but that in his cumulative record or school leaving certificate, a mention should be made of his qualities of character and behaviour.

Standing Committee on Higher Education

The Committee agreed with the conclusions in parts (a) and (b) of the report of the Committee on Religious and Moral instruction but felt that the last sentence in part (b) relating to the inculcation of good manners, social service and true patriotism should be dropped because these had been dealt with elsewhere.

With regard to sub-para (i) of part (b) of para 32, the Committee made the following recommendation:

“It is unfortunate that the cinema as a mass medium for the indirect inculcation of moral and spiritual values through concrete instances of human conduct has not so far been fully utilised and it is the duty of the State to utilise this to the fullest extent”.

The Committee felt that the last sentence in this sub-para should be dropped.

Regarding sub-para (ii) of part (b) of para 32, the Committee recommended that the words “a few minutes of silent meditation either in the classroom or in a common hall” occurring in the first sentence be replaced by the words “a few minutes of silent congregation in the classroom or in a common hall as a measure of self-discipline”. The Committee also recommended that the words “and hymns” occurring in the last sentence of this sub-para should be dropped and that before the work of the day starts in every institution, the national anthem “*Jana Gana Mana*” should be sung.

With regard to the inculcation of patriotism reference to which has been made in sub-para (iii) of part (b) of para 32, the Committee recommended as follows:

“Bringing out the noblest examples of humanity is very important in the midst of the conditions in which we are placed today”.

The Committee suggested the omission of the second sentence occurring in sub-para (v) of part (b) of para 32 and recommended that booklets on social courtesies and good manners may be prepared for use in educational institutions.

In regard to sub-para (vi) of part (b) of para 32, the Committee recommended that:

“Facilities must be provided to all educational institutions for encouraging outdoor games and sports through the provision of adequate playing grounds and congregation rooms”.

After sub-para (c) of para 34 under the head “University Stage”, the Committee recommended the following additions:

“This course which will be extra-curricular is to be taken as a part of intellectual discipline rather than of moral and spiritual values.

In order to equip the teachers to do this part of their work satisfactorily, a regular course should be instituted in all training colleges where, just as the teacher-trainees are trained in the art

of the teaching of ordinary subjects like English, History, Physics, etc., they should also be taught the way of teaching the subject of inculcation of moral values”.

Standing Committee on General Purposes

The Committee examined the recommendations of the Committee on Religious and Moral Instruction. The Committee are of the view that the suggestions made in para 34 of the Report may be accepted subject to the following modifications:

- (i) For (b) read “Simple and interesting stories about the lives and teachings of religious and spiritual leaders should be included in the syllabus for language teaching”.
- (ii) At the end of (c) add “History and Social Studies”.
- (iii) The first line of (d) should read as “in the school programme one or two periods.....”.
- (iv) On p. 19, after the fourth line of (d) add “reverence and courtesy”.

APPENDIX A

AGENDA*

1. To record appreciation of the services rendered by those who have ceased to be members since the last meeting of the Board and to welcome new members.
2. To report that the proceedings of the 26th meeting of the Central Advisory Board of Education held at Madras in January, 1959, were confirmed by circulation to members and the copies were sent to the State Governments and Union Territories etc.
3. Report of the Committee on Religious and Moral Instruction.
(Ministry of Education) (Appendix B)
4. Report of the Committee on National Service.
(Ministry of Education) (Appendix C)
5. Examination of Higher Secondary school candidates with compulsory English and without English;—Desirability of two types of public examinations.
(Government of Rajasthan) (Appendix D)
6. Attaching Class VIII to Higher Secondary section and spreading the course to four years.
(Government of Rajasthan) (Appendix E)
7. The establishment of State Evaluation Units to promote examination reform.
(Directorate of Extension Programmes for Secondary Education)
(Appendix F)
8. The provision of science teaching in every Secondary school and the preparation of an adequate number of qualified and trained science teachers for the purpose.
(Directorate of Extension Programmes for Secondary Education)
(Appendix G)
9. Grant of adequate Central assistance for schemes under University education to States having low output of graduates.
(Government of Orissa) (Appendix H)
10. Rural Higher Institutes. (Government of Uttar Pradesh)
11. Exchange of professors and lecturers amongst universities or colleges. (Government of Rajasthan)
12. Need of giving financial assistance and subsidies to Government colleges. (Government of Rajasthan)
13. To consider the question of placing the State Governments' share of assistance on the development schemes formulated by the University Grants Commission at the disposal of the Commission.
(Ministry of Education)

14. To consider the present condition and management of private-aided schools. (Ministry of Education)
15. Inter-State contact of officers. (Government of Uttar Pradesh)
16. To consider what additional financial assistance should be given to the different States to provide for more Junior Technical schools and professional courses to those students who complete their studies up to class VIII in Secondary schools. (Government of West Bengal)
17. To consider what additional financial assistance should be given to different States to enlarge the scope of post-school education—(a) Technical, (b) Agricultural, and (c) Professional—for diversion of students successful at the Higher Secondary school final examination. (Government of West Bengal)
18. Report from the Government of India and State Governments about the action taken on the recommendations of the Board at its last meeting.
19. To receive the following reports :—
 - (a) Report on the progress of Educational Development Plans implemented by the Government of India.
 - (b) Report on the progress of Educational Development Plans implemented by the State Governments.
 - (c) Report on the former All-India Council for Secondary Education and the present Directorate of Extension Programmes for Secondary Education for the period 1-10-1958 to 30-9-1959.
 - (d) Report on the activities of the All-India Council for Elementary Education for the period October, 1958 to November, 1959 and the report of the second meeting of the Council.
 - (e) Report on the work of the All-India Council for Women's Education.
 - (f) Report of the meeting of the Standing Committee of the Central Advisory Board of Education on Social Education held on 21st September, 1959.
 - (g) Report on Science teaching at Secondary level. (Directorate of Extension Programmes for Secondary Education).
 - (h) Report in respect of schemes of Technical education. (Ministry of Scientific Research & Cultural Affairs)
 - (j) Report on the important activities of the Hindi Division during 1958-59.
 - (k) Report on the progress of National Discipline Scheme.
 - (l) Report on the Government of India Scholarship Schemes
 - (m) Report on the activities of the Statistical Section.

20. To fix the venue and dates of the next meeting of the Board.

N.B.—As stated in the concluding para of the Minutes (page 23), the Board considered only nine items of the Agenda at its 27th session and the remaining items were decided to be taken up at the next session. The related memoranda on only the items covered are given in the present Report (Appendices B—H).

ANNEXURE B

LIST OF OUTGOING MEMBERS

1. Late Dr. J. C. Ghosh (Nominated)
2. Dr. S. R. Sen Gupta (All-India Council for Technical Education)
3. Shri L. S. S. Kumar (Indian Council of Agricultural Research)

LIST OF NEW MEMBERS

1. Dr. Mohan Sinha Mehta (Nominated)
2. Dr. T. Sen (All-India Council for Technical Education)
3. Dr. K. C. Naik (Indian Council of Agricultural Research)

APPENDIX B

MEMORANDUM ON ITEM 3 : Report of the Committee on Religious and Moral Instruction.

The Report is submitted for consideration.

REPORT OF THE COMMITTEE ON RELIGIOUS AND MORAL INSTRUCTION—DECEMBER, 1959

In their letter No. F.1-1159-SE1, dated August 17, 1959, addressed to Shri Sri Prakasa, Governor of Bombay, the Ministry of Education of the Government of India communicated to him that a Committee to make a detailed study of the entire question of religious and moral instruction in educational institutions, had been appointed with himself as Chairman, and with Shri G. C. Chatterji, Vice-Chancellor of the University of Rajasthan, Shri A. A. A. Fyze, Vice-Chancellor of the University of Jammu and Kashmir, and Shri P. N. Kirpal, Joint Secretary to the Government of India in the Ministry of Education, as members, with the last-named to act also as Secretary of the Committee. In the same letter, the terms of reference of the Committee were laid down as follows :

- (i) To examine the desirability and feasibility of making specific provision for the teaching of moral and spiritual values in educational institutions.
- (ii) If it is found desirable and feasible to make such provision,
 - (a) to define broadly the content of instruction at various stages of education, and
 - (b) to consider its place in the normal curriculum.

2. We should like to offer our grateful thanks to the Government of India, and particularly, the Ministry of Education, for the great honour that they have done us in entrusting to us the difficult and delicate task of tackling a problem that has baffled eminent thinkers and educationists as well as ordinary householders through the decades. Everybody has recognised its importance; but so far, evidently, no proper solution has been found. We have, therefore, approached our work in a spirit of humility, realising fully the responsibilities placed upon us. It would perhaps not be an exaggeration to say that the intricacy of the task overwhelms us, and we have a feeling of diffidence as we endeavour to fulfil the duties assigned to us.

3. As soon as the appointment of our Committee was announced, it naturally attracted wide attention and publicity in the press. The Chairman received a large number of communications expressing great interest and satisfaction that the Government should have set up such a Committee, and suggesting various methods by which a proper type of religious education could be given in educational institutions. Various individuals and agencies also supplied the Chairman with considerable literature on the subject. On the other hand, some newspapers in their editorials and others in their communications, opposed the fundamental

purpose of this Committee, and regarded its assignment as futile and even dangerous.

4. We should like to mention here the method that we have adopted for the work of this Committee. The Ministry of Education wanted this report as early as possible so that they could place it before the Central Advisory Board of Education at its meeting early in 1960. As the different members of the Committee live at long distances, one from the other, it was not possible for them conveniently to meet very often or hold long sessions. We, therefore, carried out our work by correspondence, meeting only from time to time as absolutely necessary. We did not issue any questionnaires or invite any persons to give evidence before us. We feared this process would unnecessarily prolong our proceedings and delay the sending in of the report. We felt that our main duty was only to formulate broad principles; and if and when they are accepted, a detailed programme of instruction could be worked out. In the light of these considerations, we thought it would be best if, for the present, we discussed the matters only among ourselves, and embodied our opinions in a report. We are grateful to all persons who have been good enough to transmit their views voluntarily, and have also supplied us with literature on the subject.

5. In the past, whenever any proposal was mooted for the teaching of subjects other than secular in schools and colleges, the words used were "moral and religious education." The Ministry of Education in its letter mentioned above, while retaining these words so far as the designation of our Committee was concerned, has, in defining our terms of reference, used the words "moral and spiritual values" and avoided the term "religion". We think that these words are more appropriate for they are non-controversial, for one thing, and also because the word "religion" has, in the course of time, come to have certain unfortunate associations. Perhaps we might dwell for a moment on this before we proceed further.

6. "Religion" etymologically means something that helps to bind man to man (*religare*, to bind). As different religions arose in different parts of the world, they tended to bind only those who followed the same faith. Thus the followers of one religion got divided from the followers of another, both for the sake of material gain, and also in an attempt to bring others to one's own religion which each religious community regarded as the only true one. Fierce wars have been fought in its name, and even within the fold of the same religion, much cruelty has been practised by one sect upon others who interpreted the same religion in a different way. Because of these sad events, too well known to be repeated, many thinking men and women have felt that we should have nothing to do with religion in its doctrinal or ritualistic form. In any case, they thought that this aspect of religion should have no place in the syllabuses of educational institutions. We understand the views of those who think in this manner, and we feel unhappy that men and women who should have known better, have misused the name of religion for purposes of conflict and for the breeding of hate among human beings instead of spreading love and mutual co-operation.

7. Broadly speaking, every religion can be divided into four parts:

- (i) *Personality of the Founder*.—Much of religion deals with the greatness and the holiness of the founder of the faith.

Various incidents of his life are reverently remembered and recorded, and much of the devotion of the followers of a faith circles round his words and deeds.

- (ii) *Genesis*.—In this a religion tells its followers as to how all the phenomena we sense around us—all that we see and touch, hear and smell and taste—came into existence. This part of religion in one word, deals with what is known as “Cosmology” and seeks to give an account of the Creator and the Universe created by Him.
- (iii) *Ritual*.—Every religion prescribes some outward forms which its followers adopt, and which they follow. These deal with the great events in life like birth, marriage and death, and the rites and ceremonies that are performed at various stages of the individual’s life.
- (iv) *Ethical Code*.—Every religion tells its followers what is right and what is wrong, what they should do and what they should not do. It is in the pursuance of the moral code mainly that the ideas of good and evil, virtue and vice (sin) arise and are recognised.

8. While perhaps this can be regarded as generally true of all religions, Hinduism—as it is ordinarily called and which is the religion of the majority of the people of this land—does not completely fit into the above pattern, and adds to the intricacies of the problem before us. Hinduism, in a way, is not a religion even though it is designated as such. The word “Hindu” does not occur in the sacred books or even in the old secular literature of those who are regarded as its adherents. In fact, it would be difficult to translate the word “religion” into Sanskrit, the language of the old texts, unless we use the word “*sampradaya*” which should really mean only a creed or a sect. The word “*dharma*” which is very well known, and which is generally recognised as a synonym of “religion”. may mean, and does mean, many things like duty, rites and ceremonies, customs, code of conduct and law (both moral and secular). The word “Hindu” evidently was given to all the peoples who lived on the left or the east and south of the great river *Sindhu* or the Indus, by those who lived on the other side and beyond. The Greeks first gave this name to the inhabitants of this country and later the Turks, the Persians and the Arabs confirmed its usage. Much later, the people living in India also started calling themselves as such. As is well known, the Indian Muslims are known as “Hindi Muslims” in Muslim countries and in some European languages, the word “Hindu” is used to describe all Indians, whatever their religion.

9. The old literature of the Hindus—both religious and secular—gives various names to their faith :—

Vaidik dharma (the law of the learned); *Arya dharma* (the law of the noble); *Mānava dharma* (the law of human beings); *Sanātana dharma* (the eternal law); and *dharma* (the organisation of social life into *varnas* or castes and of individual life into *āshramas* or stages). There are some *sampradāyas* or creeds and sects within the orbit of Hinduism which embody the four characteristics of a religion as mentioned in paragraph 7 above. But it will be seen from

an analysis of facts pertaining to what is known as the Hindu religion that there is not necessarily a Founder of the faith nor are there uniform ideas about genesis, sacraments or even moral codes. There is, however, an underlying stress on the performance of *Dharma* or Duty by every individual.

10. Islam, which is followed by the next largest group in the country, conforms to the normal pattern described in paragraph 7 above, and its message is quite definite. The religion of Islam stresses the brotherhood and equality of man under the sovereignty of God. It is uncompromisingly monotheistic and lays down that man shall be rewarded for his good actions and punished for his sins. The prophet Muhammad claimed no divinity. He was only a human being, but the inspiration he received was divine. Thus he was a model for Muslims to follow in their own lives. The word "Islam" signifies submission to the will of God and is not derived from the name of its founder. The chief pillars of the faith are prayer, fasting, *zakat* (poor-tax) and pilgrimage. Originally the name of a faith, Islam later came to signify a certain pattern of civilisation, which is now an integral part of our Indian culture. As there are 40 million Muslims in our country, Muslim values must, of course, be taken into account in imparting moral and spiritual instruction.

11. In addition to these two principal religions, India also has other faiths, e.g., Christianity, Sikhism, Jainism, Buddhism, Zoroastrianism, Judaism, all of which have a deep religious and spiritual background and which must be understood by us if we are truly to learn and appreciate the spirit of India and its spiritual strength.

12. The complexity of the problem before us is evident. All the same, we feel that some solution must be found and a workable system of instruction in moral and spiritual values evolved for the good of the country and the emotional integration of its peoples. It would be pertinent to enquire why this problem has been raised today in this particular form. The problem had been before the British rulers of the land since the 30's of the 19th century when they turned their attention to the task of organising their system of education in the country, in the wake of the consolidation of their political power. As they had to deal with followers of many religions, and were anxious to establish peace and security for the purpose of maintaining their hold on the country, they did not want to interfere with the religious beliefs of their subjects. Their bias naturally was for Christianity which was their own religion, and which they regarded as the only true one. They left the work of propagating this faith to the Christian missionaries whose educational institutions they helped financially and in many other ways; but as rulers, they observed strict neutrality. The British rulers in India regarded—and even tried to use—these British missionaries as their allies in a common cause. Moreover, when they introduced the English language and literature in their educational system, they had no doubt that indirectly this would also influence the religious outlook and belief of the people. The words of Macaulay written in 1836 are worth repeating in this connection. Lord Macaulay writes: "No Hindu who has received an English education ever remains sincerely attached to his religion. It is my firm belief that if our plans of education are followed up, there will not be a single idolator among the respectable classes in Bengal thirty years hence. And this will be effected without any effort

to proselytise; without the smallest interference in their religious liberty; merely by the natural operation of knowledge and reflection”.

13. The problem whether or not to give religious education specifically as such, has been mooted over and over again. Throughout the period of British rule, neutrality was strictly observed so far as Government was concerned. Christian institutions were positively encouraged, but no obstruction was put in the way of educational institutions that various other communities wanted to establish for themselves. Thus came into existence the Mohammadan Anglo-Oriental College founded by Sir Syed Ahmed at Aligarh in 1885. There were large numbers of Dayanand Anglo-Vedic Schools and Colleges established at various places in the Punjab and Uttar Pradesh (the United Provinces) and still earlier North-Western Provinces and other places. Then followed the Central Hindu School and College established by Mrs. Annie Besant and her Hindu colleagues at Banaras (now Varanasi) in 1898. Many schools and colleges were also established by the followers of the Buddhist, Sikh, Jain, Parsi and other faiths, and various creeds and sects belonging to the Hindu fold. All these had religious teaching as part of their curriculum, and no one objected to it. They were not necessarily exclusive, and freely admitted students of faiths other than those they professedly followed themselves. In some it was compulsory for students of all faiths to join the religious classes while in others this was not so. Towards the close of the British era, the question of religious education was discussed by the Central Advisory Board of Education at various meetings from 1944 to 1946. The Board's final resolution was to the effect “that while they recognise the fundamental importance of spiritual and moral instruction in the building of character, the provision for such teaching, except in so far as it can be provided in the normal course of secular instruction, should be the responsibility of the home and the community to which the pupil belongs.”

14. When *Swaraj* came and our Constituent Assembly drew up the Constitution of a Sovereign Democratic Republic for ourselves (1950), it expressed its own decision regarding religious education in Articles 28 and 30 which are as follows:—

“28 (1) No religious instruction shall be provided in any educational institution wholly maintained out of State funds.

(2) Nothing in clause (1) shall apply to an educational institution which is administered by the State but has been established under any endowment or trust which requires that religious instruction shall be imparted in such institution.

(3) No person attending any educational institution recognised by the State or receiving aid out of State funds shall be required to take part in any religious instruction that may be imparted in such institution or to attend any religious worship that may be conducted in such institution or in any premises attached thereto unless such person, or if such person is a minor, his guardian, has given his consent thereto.

30 (1) All minorities whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.

- (2) The State shall not, in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of a minority, whether based on religion or language.”

It is clear from the wording of these articles that while there would be no instruction in any religion in educational institutions wholly maintained out of State funds, the State would continue to administer and assist institutions where religious instruction was imparted under any endowment or trust. The articles also enjoin that no one will be compelled to attend classes on religious education in any institutions whatsoever. Minorities—whether based on religion or language—are given full rights to establish educational institutions of their own choice. The State is not precluded from giving grants to them. It is certainly not our desire to recommend any departure from the principles embodied in the Constitution.

15. The fact that our leaders in Government and outside have thought it fit to raise the question again shows that something has gone wrong with our educational institutions. They must have found that there is some lack in our scheme of education which is apparently responsible for the various unfortunate incidents of indiscipline, rioting, even murder, that have taken place in the student world in various parts of the country. They may have felt that it is necessary to develop some inner discipline and strength of character among our youth so that liberty is not debased into licence, that mutual harmonious relations are established among men and women of all creeds, and that our educational institutions produce young men and young women of good and sound character—disciplined, responsible and trustworthy—fit citizens of a free country. It is also possible that many people may have felt that the secular nature of our State has been wrongly interpreted to mean complete freedom from moral restraints, leading to a sad loss of all sense of values. This Committee, we believe, is the outcome of the fear that schools, colleges and universities today are not yielding the results that were expected from them, and the presumption is that there is something wrong in the educational system itself, which is largely responsible for the present state of indiscipline, frustration and drift. This lacuna has, therefore, to be filled; and education in the higher values of life, may perhaps do the needful.

16. Certain factors in our educational edifice have particularly attracted our attention, and have influenced our conclusions. The one great fact of the present day is the widespread demand for educational facilities at all levels everywhere. A directive of our Constitution enjoins that Elementary education should become universal as quickly as possible. Schools, colleges, and even universities are springing up in large numbers almost everywhere. Another aspect of our educational situation appears to be that the education that we are imparting is not purposeful. There is a feeling of frustration in the minds of the students even as they pursue their studies, for their future is not clear to them. The menace of unemployment among the educated is growing day by day, causing deep resentment in the individuals concerned, dislocating our social and economic life. We find a great deal of discontent and disturbance at colleges and universities. Discipline, as generally understood, appears to have vanished. Even persons in authority are found

quarrelling among themselves in many places, thus vitiating the atmosphere in which education is being imparted to our youth. Students who should be devoting their time and attention to studies, often appear to be engaged in anti-social activities. Generally speaking all personal touch between the teachers and the taught has been lost with the result that there is little mutual affection or sympathy. The situation appears to be deteriorating fast and there is evidently an urgent need for developing a better sense of values and qualities of character among the youth.

17. Apart from this feeling of frustration among our youth and the general decline in educational standards, the situation is appreciably affected by the disruptive forces at work in our society outside the school. It would be incorrect to lay the blame for the present situation on the youth alone, for they are being influenced all the time by the standard of values and conduct of the adults at home, in business life, in politics and other spheres of activity. There has been in recent decades a general loosening of social relationships and increasing emphasis on careerism and on a more materialistic approach to life. Some of the older bonds which kept various groups and classes together have lost their hold. The sense of cohesion and national purpose which was created by the experience of a common struggle for freedom has largely ceased to operate, and individuals and groups are more concerned with sharing in the rewards of power and patronage than with facing the challenge of national reconstruction and enriching the national heritage. All this has reacted adversely on the minds and attitudes of youth and undermined their discipline and morale. Though we are primarily concerned with the problem of youth, we should like to point out that the improvement of the educational process is intimately bound up with the wider problem of social reform and the toning up of the moral and spiritual fibre of the people at large.

18. In spite of these general conditions it is significant that there still function in the country various special types of educational institutions where the atmosphere is pleasant; where students are devoted to their studies; and where they are properly preparing themselves for life. Among these are certain public schools which have an exclusive character on account of the high cost of education imparted. Then there are also schools and colleges run under Christian auspices, with an atmosphere of Christian thought and tradition, which do not charge very high fees and admit students of all denominations. More recently the Ramakrishna Mission have also opened educational institutions of good quality which fall under the latter category.

19. The public schools are reserved for those who can afford large sums of money for the education of their children. These institutions are beyond the reach of even the middle classes. The number of students in such institutions is comparatively limited and the more favourable pupil-teacher ratio enables the teachers to keep in close personal touch with their pupils. It will be found that in these public schools, the majority of the students come from privileged homes—the old aristocratic families, the upper strata of Government services, the wealthy mercantile community and the managerial ranks of big industrial concerns. While so much stress is being laid on education through the regional languages, these institutions continue to teach through the English language which is still very important for the purpose of securing entrance into public services—whether civil or military. No wonder

that all those who can afford it, prefer these institutions to others of the general sort. Children brought up in these special institutions learn discipline and good manners. They are properly equipped physically and mentally. With all the advantages that they possess, they are also, generally speaking, better educated than those who go to the ordinary schools and colleges. When they go in for Higher education, they start with an initial advantage. They cannot help forming more or less a separate class by themselves. Many of them continue the habits inculcated in the earlier years, observe discipline, study hard, take active part in games and sports, give a good impression of themselves, and succeed in the world. No one will deny the high quality of education imparted in the public schools and the training for character which these institutions emphasize. These institutions cannot, however, satisfy the needs of ordinary boys and girls who do not come from the class of the privileged rich. On the other hand, schools and colleges run under Christian auspices educate students of all classes. Though from the outside they may resemble other institutions, yet the atmosphere inside these institutions, is different. The self-sacrificing spirit of the teachers is very evident. The contacts between the teacher and the taught are close and friendly. One does not hear much of indiscipline or strikes, and what the public schools do to the select few, these institutions are able to do for a larger number. The personal lives of the teachers, invariably affect the students for their good. We would like to see the atmospheres of these institutions extended to all schools and colleges in the country.

20. Religion through the ages has influenced all departments of life. It has inspired man to express all that is best in him, Literature and philosophy, sculpture and music, architecture and painting, all bear deep impress of religious thought. While reading a book or looking at a picture, we would not be able to understand its full significance unless we knew something of the religion of the author or the painter. Great literature cannot be properly understood and appreciated without some knowledge of certain concepts and images derived from religious thought. A study of English poetry, for instance, brings us in close contact with the history and beliefs of Christianity as well as its traditions and legends. It is not possible to read Greek literature without knowing something of Greek mythology which was an important ingredient of their religion. Similarly persian and Arabic Philosophy, literature and architecture are deeply imbued with the religious spirit of Islam. Certainly no one can read and understand Sanskrit dramas unless he is familiar with the gods and goddesses who dominate so much of Hindu thought and life. A great part of the culture of humanity and most of the traditional values which continue to influence human conduct have been shaped by Religion, which is even today one of the most powerful forces in our society. We should recognize this fact and plan accordingly. Simply because some people have fought in the name of religion, or debased it by committing other crimes against humanity, we cannot exclude it from our plans for social progress and betterment of life.

21. In order to avoid constitutional difficulties arising out of Article 28 of the Constitution, as mentioned in paragraph 3, the terms of reference laid down for us, speak of "moral and spiritual values in educational institutions", and not religious education as such. The conclusion to which the Central Advisory Board of Education came in 1946,

as mentioned in paragraph 9 above, was that religious education should be the business of the home and the community of the student concerned. To leave this entirely to the home and the community is, in our opinion, unsatisfactory. In the home, the rituals and the outward forms of religion are usually emphasized; and the young folk in such an atmosphere, saturated with such ceremonials, are bound to attach too much importance to this aspect of religion to the neglect of ethical teachings and spiritual values.

22. Owing to various social and political factors during the recent past, different religious communities came to live in isolation from each other without caring to know the fundamentals of religions other than their own. Very few had any knowledge of the significance of religious holidays and festivals of other communities. This unfortunate ignorance of other faiths often accompanied by a limited understanding of one's own religion, bred prejudices and contributed to disunity. It is no wonder that such a situation could be easily exploited by foreign rulers who were naturally interested in encouraging communalism and religious separatism. Instead of binding people together in the common pursuit of fundamental moral and spiritual values and in the tolerance and understanding of each other's beliefs and ceremonies, religions tended to keep communities apart, often in an atmosphere of suspicion and hostility engendered by political considerations. This has been a great weakness in the mental and spiritual make-up of our people. In the scientific world there are many questions on which the opinion of experts is sharply divided, but such divergence of opinion does not lead to any ill will or rancour. Unfortunately the same spirit of objectivity and tolerance does not prevail in the sphere of religion. Diversity of religion is one of the most important features of our national life, and it would be of the greatest advantage if every educated Indian were to know and understand the guiding principles and spiritual values of religions other than his own. We, therefore, advocate an objective, comparative and sympathetic study of all the important religions of India. By knowing in broad outline the beliefs of our countrymen in all their variety, we shall add to the fund of our knowledge, and with this knowledge and understanding, ignorance which breeds prejudice and bigotry will give way to tolerance and sympathetic appreciation of the religious life of our fellow citizens.

23. There can certainly be no harm if we learn the ethical codes prescribed in various faiths. At the present moment we know our own codes, if at all, and think all other codes must be crude and imperfect. A vegetarian Hindu or Jain, for instance, would be inclined to regard all non-vegetarians as callous, cruel and even immoral. If, however, he knew that many vegetarians, who would spare a mosquito, might have no hesitation in ruining a man, while there may be many non-vegetarians who even when they eat animal flesh, are really generous and charitable to their fellowmen, and kind and gentle to animals, he may not then think that vegetarianism necessarily means kindness and non-vegetarianism implies cruelty. We could give other examples also of differing moral codes particularly in the matter of sex relations. If we understand why and how others think differently from us, we would be more tolerant, and alive to the need of forming new codes of behaviour in conformity with current thought. If, however, our knowledge is confined to the penal codes prescribed by Government authority, we would

not go very far in the establishment of true human understanding and brotherhood. We must not forget that there are always great philosophies—both social and spiritual—underlying all religions, and it would be good if we knew and understood them. We think that the various religions should be made the subjects of study, and every facility given for the followers of different faiths in the country, to know each other better by knowing each other's inner thought and aspiration. It is indeed a shame that many of our so-called educated people do not know the legends and heroes of our own faiths and of others in the land. If at all we do know, we do so through English books dealing with such matters, which we might chance to read. In other countries even the worst critics of religion know their religious books well, and are quite familiar with their teachings, doctrines and stories. It is time that we too knew our religious literatures directly, and were taught to appreciate them sympathetically and reverently.

24. We have to lay special stress on the teaching of moral and spiritual values. Moral values particularly refer to the conduct of man towards man in the various situations in which human beings come together—in the home, in social and economic fields, and in the life of the outside world generally. It is essential that from the earliest childhood, moral values should be inculcated in us. We have to influence the home first. We fear that our homes are not what they ought to be. Habits, both of mind and body, formed in the early years at home, persist, and influence our life afterwards. Education of the parents should also be a very important factor in our educational scheme today. By lectures, leaflets and pamphlets, through the radio and the cinema, this can be done, and should be done. Good manners are a very important part of moral education. It is not unusual that when a people attain freedom suddenly after long years of bondage, they are inclined to become self-willed arrogant and inconsiderate. In such situations good manners are easily set aside and young people tend to express the first flush of freedom in licence and rowdyism.

25. The importance of good manners cannot be overstressed. With the passing away of the old, aristocratic society of the nineteenth century, much of the graciousness and charm of social behaviour and human relationships has largely disappeared. To outsiders we often give the impression of being impatient and ill-mannered. Both in private and public life, we observe that due to mutual suspicion and prejudice, and pre-conceived notions and false ideas, much avoidable friction is caused. Good manners will impose proper restraint on us and remove harshness in our words and rudeness in our behaviour. Good manners verily are like the oil that helps to keep the machine of human society running smoothly. We have been losing our manners rather rapidly and it is necessary that we should recover them. Good manners should be sedulously inculcated and teachers must give instruction in this to all students at all times, both by example and by precept. We must be constantly told that what hurts us, hurts others also; and we must behave towards others as we want others to behave towards us.

26. Then there is a great deal of talk of corruption and dishonesty in our official and our business life. It is the students of today who are to be in charge of the various departments of life tomorrow; and if they learn what real integrity is, in their early years, they are not likely to go very far wrong later on. Every effort must, therefore, be made to teach

students true moral values from the earliest stage of their educational life. We are not unaware of the various steps that are being taken at different educational levels—towards literacy drive, adult education, and education of the handicapped. If the content of education is also enriched with moral and spiritual values, the purpose of education will have been truly fulfilled.

27. Just as moral values affect the relations between man and man, so do spiritual values affect the individual in his relation with himself. The individual is not only a body; he is also a soul. He does not live by bread alone; he wants inner peace and happiness. If he loses all spiritual values, he loses the possibility of being at peace with himself. It is necessary to have some faith in things beyond the flesh, some identification with a purpose greater than oneself in order to achieve this mental equilibrium. Unfortunately not many pursue the good for its own sake. Just as so many of us forbear from doing wrong because of the punishment that we know would follow at the hands of governmental authority, so must we also refrain from doing what we know is wrong, even when there is no fear of any policeman or magistrate. This can only be possible if we have faith in higher powers and in the moral basis of social organization. A realisation of spiritual values will also prevent us from being selfish. Law, for instance, will not punish a man who passes by, and does not save a little child from being drowned in shallow water from which he could have easily saved it, for law does not lay on him the duty of doing so. If, however, we have any realisation of moral and spiritual values, we would not only save a drowning child when there is really no fear of personal danger, but would also put ourselves in positive danger in order to save and help others.

28. No governmental law compels us to be charitable or generous or helpful to others. It is only the realisation of social obligations which find their sanction predominantly in moral and spiritual values that can lift us above our personal mundane concerns, and impel us to devote ourselves to the welfare of others. If we do not inculcate these virtues in early years, we would never be able to do so later on. Thus while we study at school and college, we must also imbibe many virtues that only an appreciation of moral and spiritual values can give. A nation that deprives itself of these, and only concentrates on material concerns—however important and valuable they may be—would be like a body without a soul. No one knows what life holds for him. There may be much trial and suffering in store. Faith in things beyond our immediate ken, will give solace and comfort; it will also strengthen us to bear our lot and to carry on our duties as courageously and cheerfully as possible. We have no manner of doubt that it is most desirable that provision should be made for the teaching of moral and spiritual values in educational institutions. We also think that it is quite feasible; and even if there are some difficulties, they must be surmounted so that this may be made practicable.

29. We cannot deny the fact that very much depends upon the atmosphere that only good teachers can create. Great care has to be taken in the recruitment of teachers and in their training. There is no doubt that different persons are born with different urges, traits and temperaments; and just as there are many who seek power of wealth, there are others who prefer the quiet life of a teacher, gathering and

spreading knowledge. The important thing is to provide sufficient incentives to young people with the right bent of mind and temperament to enter the teaching profession. Apart from raising the remuneration of teachers which is too low to attract talented persons to the profession, it is necessary to improve the general status of the teacher in society and to restore to him something of that honour and respect which he commanded in old times. Our present day society has still to learn the value of good education and the overriding importance of teachers in bringing about the desired change. It is our teachers who will help to create and maintain the proper atmosphere in their institutions. The teachers must, however, be carefully trained and attuned to the objective of inculcating moral and spiritual values through the understanding of and respect for all religions. Dr. Bhagavan Das's *The Essential Unity of all Religions* (1955) and Maulana Abul Kalam Azad's commentary on the Quran, entitled *Tarjumanul-Quran*, indicate the kind of approach which we should like to see adopted in matters of mutual religious understanding.

30. Among spiritual values, we would also include patriotism. Generally speaking, most of us have a very inadequate conception of patriotism. Our loyalties are narrow. The whole country with all its regions and peoples is seldom envisaged as an organic entity which has to be cherished and served, and whose integrity has to be protected even at the cost of our lives. In the old days, at school and college, students were taught poems that helped them to learn and imbibe patriotic fervour. They were taught books which gave stories of brave deeds performed in the service of the country. These books were later withdrawn by our British masters presumably because they feared that such books strengthened the feeling of patriotism and tended to incite people against foreign rule. Such literature must be very carefully chosen and prescribed so that students in their formative period of life, learn the virtues of patriotic service, and admire and emulate those who have done great deeds for winning and maintaining the freedom of their country. Today when dissipated tendencies are gaining strength and regionalism threatens to disintegrate the country into smaller units, it is all the more necessary to assert the virtue of true patriotism and to see that this is properly inculcated during the impressionable years of a student's life. Our patriotism should neither be egotistical and chauvinistic nor so limited and narrow as to exclude our duties to humanity. It should foster a burning love for the Motherland and an ardent desire for service to one's fellow beings. Anything that helps us to behave properly towards others, is of moral value. Anything that takes us out of our self, and inspires us to sacrifice for the good of others or for a great cause, is of spiritual value. Any system of education that does not teach us these, is not worth the name. While the need to promote a sense of patriotism is urgent, we should not overlook the importance of other loyalties. It is necessary that young people should learn during their impressionable years their duties to self, family, neighbours, other human beings and animals.

31. We have noted with satisfaction that in recent years our educationists have become more conscious of the value of physical education and extra-curricular activities. The State is now doing more for physical education, games and sports, and other recreational and cultural activities than in the past when these were grossly neglected. These activi-

ties have their own place in the general scheme of education and their proper organisation must be the constant concern of teachers. We are, however, of the opinion that there is ample scope for the teaching of moral values through such activities and not enough is being done in this respect at present. These activities need to be more effectively directed towards the development of character and discipline.

32. Turning specifically to the terms of reference, our broad conclusions may be stated as follows :—

(a) The teaching of moral and spiritual values in educational institutions is desirable, and specific provision for doing so is feasible within certain limitations.

(b) The content of such education in moral and spiritual values should include a comparative and sympathetic study of the lives and teachings of great religious leaders and at later stages, their ethical systems and philosophies. The inculcation of good manners, social service and true patriotism should be continuously stressed at all stages.

- (i) We regard it most important that in any educational schemes, the home should not be left out; and we suggest that through mass media such as leaflets, talks, radio and the cinema, and through voluntary organisations, the faults and drawbacks of our homes both in the matter of their physical orderliness and their psychological atmosphere, should be pointed out, and instruction given as to how these can be removed. If this is done in an impersonal manner, it would not hurt anyone, but would draw the attention of the persons concerned to their own shortcomings, thus inducing and encouraging them to eradicate these.
- (ii) It would be very desirable, as suggested by the University Education Commission, to start work every day in all educational institutions with a few minutes of silent meditation either in the classroom or in a common hall. There could be some sort of prayer also which need not be addressed to any deity or ask for any favour, but which may be in the nature of an exhortation for self-discipline and devotion to some ideal. Occasionally in these assembly meetings inspiring passages from great literature, religious as well as secular, and pertaining to all important religions and cultures of the world, could be read with profit. Community singing of inspiring songs and hymns can be most effective at the school stage.
- (iii) Suitable books should be prepared for all stages—from Primary to University—which should describe briefly in a comparative and sympathetic manner the basic ideas of all religions as well as the essence of the lives and teachings of the great religious leaders, saints, mystics and philosophers. These books should be suitable to the various age groups in different classes of schools and colleges, and should be a common subject of study for all. Collections of poems and selected passages from Sanskrit, Persian, English and the regional languages should be made for the use of young people. These publications will give sound instruction and perhaps teach true wisdom; they will also tell young

people what duties they owe to themselves and to others. Suitable books should be prepared for different stages of education which would help in the inculcation of patriotism and social service. These should particularly concentrate on deeds of heroism and self-sacrifice in the cause of the country and in the service of others. We attach very great importance to the preparation and production of such books. Authors should be selected with the greatest care and their manuscripts should be revised in consultation with eminent authorities. The entire programme of preparing and distributing such publications should be operated by a central agency set up under the auspices of the Union Ministry of Education.

- (iv) In the course of extra-curricular activities, learned and experienced persons may be invited to deliver lectures on inter-religious understanding. Educational broadcasts and group discussions may be organised to stimulate interest in the study of moral and spiritual values.
- (v) Special stress should be laid on teaching good manners and promoting the virtues of reverence and courtesy which are badly needed in our society. Traditional ways of learning proper conduct from such teachers as the Muslim *maulvis* in the north may be encouraged. An all-out effort, in the nature of a crusade by all concerned is called for and nothing should be spared for the successful propagation of good manners and courtesy.
- (vi) Some form of physical training should be compulsory at every stage. This can be graded from Cubs and Boy Scouts to Auxiliary and National Cadet Corps. Games and sports should be encouraged and the dignity of manual work and social service to the community should be taught. At present, very few students take to these activities. Our suggestion is that everyone should take up some activity of this kind and thus learn habits of co-operating with others, and imbibe the spirit of sportsmanship.

33. It has been stated above that the teaching of moral and spiritual values in educational institutions is desirable and that specific provision for such instruction is feasible within certain limitations. The limitations are obvious. The letter and spirit of the Constitution must be respected and the sensibilities of religious groups cannot be ignored. The curriculum is already overloaded and the right type of teachers are not easily available. In a society where several religions are practised side by side and where religious passions can be aroused easily, the State must proceed with caution in defining the content of instruction in moral and spiritual values. Such teaching should enlighten the student, promote mutual understanding and respect among persons of different faiths, and contribute to national unity. The main thing is that some great ideal of life should be placed before our young people and this should sink into them and become a part and parcel of their being as they complete the educational process. How is this teaching to be organised is the problem before us.

34. The following suggestions merely indicate a broad frame-work of instruction in moral and spiritual values at different stages of education:

(1) *Elementary Stage* :

(a) The School Assembly should be held for a few minutes in the morning for group singing.

“(b) Simple and interesting stories about the lives and teachings of prophets, saints and religious leaders should be included in the syllabus for language teaching.

(c) Wherever possible the interest of the child may also be aroused by the use of audio-visual material, especially good quality photographs, filmstrips and coloured reprints showing great works of art and architecture closely connected with the main living religions of the world; such material could be used in the teaching of geography”.

(d) In the school programme, two periods a week should be set aside for moral instruction. In these classes the teachers should relate interesting stories drawn from the great religions of the world and explain broadly their ethical teachings. Dogmas and rituals of religion should be excluded from moral instruction.

(e) Through school programme, the attitude of “service” and the realisation that “work is worship” should be developed in the child.

(f) All schemes of Physical education and all forms of play in the school should contribute to the building of character and the inculcation of the spirit of true sportsmanship.

(2) *Secondary Stage*:

(a) The Morning Assembly should observe two minutes’ silence followed by readings from the scriptures or great literature of the world or an appropriate address. Community singing should also be encouraged.

(b) The essential teachings of the great world religions should be studied as part of the curriculum pertaining to social studies and history. Simple texts and stories concerning different religions may be included in the teaching of languages and general reading.

(c) One hour a week should be assigned to moral instruction. The teacher should encourage the habit of discussion in this class. Apart from this regular class instruction, suitable speakers may be invited to address the students on moral and spiritual values. Joint celebrations may be organised on the occasion of important festivals of all religions. Knowledge and appreciation of religions other than one’s own and respect for their Founders, should be encouraged in various ways including essay competitions and declamations.

(d) Organised social service during holidays and outside class hours should be an essential part of extra-curricular activities. Such service should teach the dignity of manual labour, love of humanity, patriotism and self-discipline. Participation in games and sports should be compulsory and physical education, including sex hygiene, should be a normal part of school programme.

(e) Qualities of character and behaviour of students should form an essential part of the over-all assessment of a student's performance at school.

(3) *University Stage :*

(a) Students should be encouraged to meet in groups for silent meditation in the morning. These meetings should be supervised by the senior staff on a voluntary basis.

(b) A general study of different religions should be an essential part of the General Education course in degree classes. In this connection, the following recommendations of the University Education Commission (Radhakrishnan Commission) are commended:

- (i) that in the first year of the degree course, lives of the great religious and spiritual leaders like Gautama the Buddha, Confucius Zoroaster, Socrates, Jesus, Samkara, Ramanuja, Madhava, Mohammad, Kabir, Nanak, and Gandhi be taught.
- (ii) that in the second year, some selections of a universalist character from the scriptures of the world be studied.
- (iii) that in the third year, the central problems of philosophy of religion be considered. Standard works for such studies should be prepared carefully by specialists who have deep knowledge of and sympathy for the religious systems about which they write.

(c) A postgraduate course in Comparative Religion may be instituted. Due importance should be given to the study of the following subjects in the appropriate Honours and M. A. course in the fields of Humanities and Social Sciences:

- (i) Comparative Religion.
- (ii) History of Religions.

(d) A fairly long period of social service should be introduced by all universities. In the organisation and conduct of such service, considerable attention should be given to the learning and practice of moral and spiritual values.

35. From the broad suggestions outlined above, it is evident that we are in favour of a comparative and sympathetic study of religions and the teaching of their underlying philosophies and ethical codes. The Constitution provides that religious instruction given in institutions under any endowment or trust, should not be interfered with even when such institutions are helped by the State. We suggest that the sort of instruction that we have recommended, should be imparted in all institutions; and if any special religion is particularly taught in some institutions, this should be in addition to what we have proposed. There is no question of conscience involved in this; the instruction proposed by us is essential for the building of character and the making of proper citizens, and by its very nature it cannot possibly injure the susceptibilities of any religious group. We confidently hope that the effective implementation of the suggestions made above will create a proper atmosphere in our educational institutions, so that they may train not only technicians or professional experts but also humane and balanced citizens who can

contribute to the happiness and well-being of their countrymen and of humanity as a whole.

36. As we close, we are bound to say that the many ills that our world of education and our society as a whole is suffering today, resulting in widespread disturbance and dislocation of life, are mainly due to the gradual disappearance of the hold of the basic principles of religion on the hearts of the people. The old bonds that kept men together, are fast loosening, and the various new ideologies that are coming to us, and which we are outwardly accepting without inwardly digesting their meanings, are increasingly worsening the situation. The only cure, it seems to us, is in the deliberate inculcation of moral and spiritual values from the earliest years of our lives. If we lose these, we shall be a nation without a soul; and our attempts to imitate the outer forms of other lands, without understanding their inner meaning or psychologically attuning ourselves to them, would only result in chaos and confusion, the first signs of which are already very distinctly visible on the horizon. Our nation of tomorrow is going to be what the young people at school, college and university today will make it. The edifice of our future entirely depends, for its beauty, dignity, utility, and stability on the foundations we lay today, in the form of the education and training that our youth receive. The New India that is in the making, needs the services of all—old and young, high and humble—alike, If we neglect giving our boys and girls, our young men and young women, proper education and training, the future is dark and dismal indeed. We would regard our labours amply rewarded if by this report, we can help, in however small a measure, in the right orientation of our scheme of education so that our educational institutions—from the Primary village school to the largest metropolitan university—may send forth year after year, and generation after generation, men and women fully trained and equipped to take their proper places in the different departments of national activity; and by their conduct, character and capacity, enhance the happiness and prosperity of our people, and keep the Unity, Integrity and Freedom of the country, inviolate for all time to come.

(Sd.) Sri Prakasa

Chairman

(Sd.) G. C. Chatterji

Member

(Sd.) A. A. A. Fyzee

Member

(Sd.) Prem Kirpal

Member-Secretary

Raj Bhavan,

Bombay,

December 21, 1959

APPENDIX C

MEMORANDUM ON ITEM 4 : Report of the Committee on National Service.

The Report is submitted for consideration.

REPORT OF THE NATIONAL SERVICE COMMITTEE, 1959-60

SECTION—I

Introduction

Ever since independence, the institution of social and labour service for students has been urged, both as a measure of educational reform and as a means to improve the quality of educated manpower. This question was considered by the Central Advisory Board of Education at its meeting held in Cuttack on 8th and 9th January, 1950. After examining the various aspects of the matter and in the light of experience of other countries in this field, the Board recommended that the students should devote some time to manual work on a voluntary basis only, and that teachers should also associate with them in such work. The First Five-Year Plan adopted by the Government of India in 1952 stressed the need for compulsory social and labour service for students for a period of about a year. The economic value of such labour was not the chief consideration, as the primary aim of the period of training was to build up the students as workers and disciplined citizens. The vast place which manual work occupied in the life of the nation ought to be, to some extent, reflected in the activities of every citizen. The service could take a variety of forms but it should develop significance in proportion to its relation to the real needs of the community. The association of students with such work would bring them an intellectual and emotional awareness of the various tasks of national reconstruction going on in the country. The doubts regarding the desirability of introducing compulsion in the matter related only to short-term difficulties and did not seriously touch any question of principle. A period of preparation and experimentation was, however, necessary before the service could be put on a compulsory footing, but in the meanwhile, the scheme should be introduced on a voluntary basis with certain inducements. Those going through such a course would naturally be more fitted for positions of responsibility. The First Five-Year Plan concluded with saying that the organisers of this scheme should be, as far as possible college professors for whose training adequate provision should be made.

2. Pursuant to the recommendations made in the First Five-Year Plan, a number of schemes such as Labour and Social Service Camps, Campus Work Projects, Village Apprenticeship Scheme, etc. were put into operation on a voluntary basis with the object of inculcating a sense of discipline, a spirit of social service and dignity of manual labour among the students and of developing among them an awareness of, and identification with the problems of the social and economic reconstruction of the country, specially in the rural areas. The response of students to participate in these schemes has been encouraging and those successfully completing

their period of training have shown some signs of the desired improvement. The two major drawbacks of these schemes were: firstly, in view of their limited scope, it was not possible to cover a large majority of students; and, secondly, owing to the short duration of the period of service, the work undertaken was mostly of marginal significance. The operation of these schemes has, however, served as a period of experimentation and preparation.

3. The question of introducing compulsion in this field was raised from time to time and was forcefully voiced by the Prime Minister in his letter of 9th June, 1958 to the Chief Ministers in these words: "I have been thinking that it would be very good for our people to have a period of compulsory service for all young men and young women between certain age limits, say 19 to 22. In most countries of the Western world there is conscription for military service. This is not considered to be an infringement of their liberties or freedom. We do not want any such thing for military purposes, but some kind of compulsory period of training and service for every person appears to me to be very necessary. That period should be one year and for, say, six months in the year everyone should live in camps under some kind of military discipline. This will give them discipline, physical health and capacity for manual work and to work together for productive schemes. The next six months might well depend on the capacity and training of the individual. Another advantage of this will be to bring together everyone at the same level, whether he is rich or poor, and make him do exactly the same type of work, part of which will be manual." The Prime Minister then went on to say that in view of the enormous cost involved, if the whole of India was brought within the purview of the scheme, it was not necessary to start it in a big way but everyone between certain ages could be made liable, by law, to serve and this could be done in suitable batches. The Prime Minister further endorsed the idea that every graduate before he gets his degree, should put in a certain period of service in an allotted sphere, depending upon his training and capacity and including work in a village or a tribal area. The Prime Minister directed the Ministry of Education to formulate a suitable scheme for national service, making a beginning with the students between the High school and the college.

4. A draft outline of a scheme for national service was accordingly prepared by the Ministry of Education and placed before the Education Ministers' Conference held in New Delhi on 8th and 9th August, 1959. The Conference was unanimous that there was an urgent need for trying out a workable scheme for national service in view of the fact that education, as it was imparted in schools and colleges today, left something to be desired and it was necessary to supplement it with a programme which would arouse interest in the social and economic reconstruction of the country. It was of the view that if the real objectives of the Scheme were to be realised, it was essential to integrate it with the educational process as early as possible. However, the general feeling at the Conference was that the Scheme should not be made compulsory at this stage but that it should be tried initially on a voluntary basis. Finally, the Conference recommended that "(i) the question of introducing the Scheme on a compulsory basis should be considered after the experience of a pilot project to be operated for a few years; (ii) pilot projects of three months' duration consistent with the objectives of the Scheme, and preferably one

for each university, for students volunteering to participate in the programme, may be organized; and (iii) a committee may be appointed to work out the details of the proposed pilot projects."

5. In pursuance of the recommendations of the Education Ministers' Conference, the Union Education Minister appointed the following Committee on August 28, 1959 to revise the Scheme prepared by the Ministry of Education in the light of views expressed by the Conference.

1. Dr. C. D. Deshmukh, Chairman, University Grants Commission—*Chairman*
2. Dr. D. C. Pavate, Vice-Chancellor, Karnatak University
3. Prof. D.G. Karve, Vice-Chancellor, Poona University
4. Dr. B. Prasad, Vice-Chancellor, Patna University
5. Dr. A. C. Joshi, Vice-Chancellor, Punjab University
6. Shri H. C. Sarin, Joint Secretary, Ministry of Defence
7. Shri K. Balachandran, Joint Secretary, Ministry of Community Development and Cooperation
8. Shri P. N. Kirpal, Joint Secretary, Ministry of Education
9. Dr. N. S. Junankar, Deputy Educational Adviser, Ministry of Education—*Secretary*.

The Committee held three meetings—first on the 3rd October, 1959, second on the 22nd October, 1959 and third on the 15th December, 1959. Professor D.G. Karve was unable to attend any meeting. The Committee considered the various aspects of the Scheme for national service and after laying down the guiding principles, made various recommendations for working out a suitable programme. These are given in the following sections.

SECTION—II

Guiding Principles

The appointment of the Committee by the Ministry of Education and the inclusion of many educationists indicates that the Scheme of National Service to be worked out by the Committee was primarily intended to be educational in nature, scope and functions. The Scheme should, therefore, be visualized as a measure of educational reform directed towards remedying the observed deficiencies in our educational system. As has been discerned by educationists, the present system is not fully attuned to the needs and aspirations of the independent contemporary India and has not been successful in developing the kind of attitudes which are required for the task of national reconstruction. By and large, students fail to cultivate a positive sense of discipline; also they are usually averse to manual labour; moreover, they seem to lack a spirit of social service or a sense of social purpose and the idealism and enthusiasm which are usually associated with youth and which are of vital importance for a developing country like India, have been singularly lacking. Apart from these deficiencies which are more of a social character, the present system does not stimulate that curiosity and love of scholarship which is the most valuable asset of an educated individual.

The present system is a legacy of the British and while a large number of reforms are being introduced at different levels of the educational system, the root causes of the deficiencies mentioned above remain to be tackled

on an effective basis. One of the reasons for the malaise in our educational system is that unlike the universities in the more advanced countries of the world, our universities take students at a comparatively younger age when they are immature and inadequately equipped to take full advantage of Higher education. In this connection some of the observations which were made by the University Education Commission (1948-49) are still valid and worth recalling:

“Students arrive at the age of maturity for university at about the age of 18, though there are exceptional individuals who reach it earlier than 18. Before this age of maturity is reached, a boy or girl must stay under the formal discipline of a school and should be taught by the methods of the school and not by the methods of the university. That is why the British, the European and the American students are seldom admitted to a university before they are 18 or 19. In the U.K. and the U.S.A., and most European countries like Germany, France and Switzerland, at least 12 years of schooling is necessary before a student enters the university. In India most of the work now done in our present Intermediate classes is really school work and should be properly regarded as pre-university work, as in the U.K. and the U.S.A. The real university work is done only for two years of the B.A. and B.Sc. classes and that is why the standard of achievement of our average graduate is low. We, therefore, recommend that the standard of admission to the universities should be the present Intermediate examination, to be taken by a student after completing 12 years of study at a school and at an Intermediate college, normally at the age of 18. This change will mean that students proceeding to a university for degree courses will have the essentials of a good general education and will be more adequately prepared for university work; they will be mature enough to look after themselves, will not be bewildered by the comparative freedom of university life and will, with intelligent self-interest, take better advantage of educational opportunities in the universities. Since most universities in India are situated in large towns, it is desirable to keep away young and immature students from crowding into these towns where conditions of life provide innumerable temptations and few restraining influences.

“We must also look at the age of entry into the university from the point of view of ‘the public’ or rather the parent, as also from that of the boy or the girl. It is so difficult for many parents to decide what their sons and daughters between the ages of 14 and 18 will do and yet these are the most critical years of their life. In most cases their circumstances are fluid; parents do not know whether the aptitudes of boys or girls will fit them for a university training; the boys or girls do not clearly know what possibilities are open to them and the result is that, for want of any proper guidance, all those who can afford and even many of those who can ill afford, whether they have the aptitude or not, flock to a university or college far away from their homes. The universities and colleges, many of them anxious to augment their fee income, admit as many students as they can to their Intermediate and Degree classes, irrespective of whether they are likely to pass or not at the end of the two years. There is little doubt that these colleges and universities commit an act of cruelty towards those of their students who have no aptitude for university training.

“The average student in our universities brings with him the school attitude towards his studies. He expects to be treated like a school boy even in the university. He does not realise that it is his duty to study and

not the teachers' duty to make him study. He does not make full use of the opportunities the university offers him and does not, therefore, get proper advantage from the university. Unless he himself works and does a good deal of written work for his teachers to correct, he cannot get benefit out of his teachers. This attitude on the part of the students leads to another noticeable defect, *i.e.*, very slow rate of progress of work in the classes. In British and American universities the rate of progress of work in a class is ever so much faster than in an Indian university with the inevitable result that they are able to cover a much larger ground in the same period of time and the contents of their syllabuses are fuller and richer".

Apart from immaturity of age there have been deficiencies in the intellectual equipment of those seeking admission to our universities. The University Education Commission had reiterated the recommendation of the Calcutta University Commission (1917-18) that the course for a Bachelor's Degree in Arts or Science, whether it is pass or honours, should be of three years' duration so that the total period which a regular student had to spend before taking his Bachelor's Degree was 15 years, instead of 14 years which was the normal practice. In this connection it may, however, be mentioned that even the enhanced period was less than the usual period of 16 years required for obtaining the first degree in countries like the U.K. and the U.S.A. The Secondary Education Commission (1952-53), which reviewed the entire field of Secondary education in the country, recommended that Secondary education should commence after four or five years of Primary or Junior Basic education and should include the Middle or Senior Basic or Junior Secondary stage of three years and the Higher Secondary stage of four years, *i.e.*, 11 or 12 years of schooling. The Commission further suggested that the present Intermediate stage in the universities should be replaced by the Higher Secondary stage which should be of four years' duration, one year of the present Intermediate being included and that, as a consequence, the first degree in the university should be of three years' duration. In effect, this recommendation meant that students should spend 14 or 15 years in school and college before obtaining the Bachelor's Degree. However, the national pattern of education finally adopted on the recommendation made by the Central Advisory Board of Education in its meeting of February, 1954, consisted of 11 years of schooling, *i.e.*, 8 years of integrated Elementary (Basic) education followed by 3 years of Higher Secondary education, up to the age of 17 plus and three years of University education after the Higher Secondary stage for the first degree. Thus the total period of school and college education for obtaining the first degree remained 14 years as hitherto, though the age for entry to the university was raised to 17 plus. Even this small improvement is as yet far from materialising in view of the slow rate of progress of the reorganisation of Secondary education in the country and the variations in the practice of regulating age for admission to the Elementary and Secondary stages of education from State to State, with the result that large numbers of students coming to the universities are still below the age of 17 plus. This problem, therefore, needs to be tackled urgently and purposefully at all stages by regulating the age of admission at the Elementary and Secondary levels of education as well as the University level, so that no one below the age of 17 plus would be able to pass out of the Secondary stage or be eligible for admission to a university. A special duty rests in any case on universities which should

themselves ensure that no one below the age of 17 plus is admitted to institutions of Higher education. The admission of students to universities at the age of 17 plus, instead of 15 or 16 as at present, would somewhat improve the situation, but the students at the age of 17 plus would still not be mature enough to derive real benefit from University education, as compared to students of the age of 18 plus.

As mentioned earlier, one of the glaring defects noticed in the present day education in our schools and colleges is the extremely poor contact, or lack of it, between the students and teachers in educational institutions on the one hand and the work of national reconstruction, particularly in the rural areas, on the other. One unfortunate result of this state of affairs has been that the educated youth continue to adhere to certain false values and unrealistic standards, which are manifested in hankering after routine and uninspiring jobs in Government offices or industrial undertakings in the public and private sectors, and in a desire to lead an easy life in urban areas with all the facilities for entertainment and other diversions of city life. It is an irony of fate that even those who come from rural areas become reluctant, after going through the 'educational' process to go back to these areas, preferring to live in cities attracted by their superficial amenities and comforts and unaware of the inspiring constructive effort awaiting them in the countryside.

It is agreed that preparation for life in the Indian context, both for the school-leavers and the graduates, can only mean, by and large, an intelligent understanding of, and a close and living contact with the rural areas, by way of active participation in the work of rural reconstruction. This is becoming increasingly important as the increasing percentages of youth coming to colleges cannot be absorbed in employment in the public and private sectors in large urban areas and will have to find work in rural areas. The programmes of community development, cooperative farming, free and compulsory education, social welfare and other measures for rural reconstruction cannot hope to make any progress unless educated leadership of high quality becomes available for implementing these programmes and mobilizing the vast unutilized human resources for the achievement of the enormous tasks lying ahead of the nation. Our villages need qualified doctors, nurses, engineers, agricultural experts, teachers, Social education organizers and other trained personnel for releasing energy, vitalising moribund capacities and bringing into play the achievements of modern science and technology for their advancement. It had, therefore, been considered essential that the syllabuses and curricula of Higher education at the first degree stage should be so modified, with the consent of universities, as to include immediately in every year of the three-year degree course, a period of social service and manual labour in rural areas associated with community development and national extension blocks, in collaboration with and under the supervision of the appropriate authorities concerned with the development work.

On a review of the various schemes of labour and social service operated by the Ministry of Education during the past six years (a comparative statement has been appended), it was first thought that in view of the successful implementation of the Village Apprenticeship Scheme in the universities, limited in extent though it has been for three years from 1956-57 to 1958-59, this very scheme could form the basis for developing a suitable programme of national service. The programme should include the attachment of groups of students to the development blocks for a

sufficiently long period of about four to six weeks successively in the first two years of the three-year degree course to be followed by a similar period after the degree examination, thus adding up to a total period of twelve to eighteen weeks. In order that the development area may derive enduring and tangible benefits from the work done by students, it would be advisable if groups of students continue the work in the same area in successive batches and upon completion of a particular project, hand it over to the development authorities so that its benefits are integrated with the community development programmes. The completion of projects in this manner and their visible effect on the improvement of village life will create a pride of achievement among the students. The period of social and labour service thus rendered can be regarded as equivalent to national service and the service successfully completed by a student should be suitably recognized through certificates of merit, which should be given due weight in recruitment to various posts.

Such a programme can, however, at best be an orientation programme. While it may have a beneficial effect on the educated youth, it may not wholly change their basic values and fundamental attitudes. Such a change cannot be brought about unless the youth at the most impressionable stage of their life are taken out of their existing environments and placed in an entirely different environment for a period of about one year and exposed to the effective and lasting influences of corporate life, spent in productive and constructive work, under the full discipline and guidance of capable teachers and in close and live contact with the life and problems of the rural areas. This period can be interposed as an inter-calary year between the school-leaving stage and entry to life or a university.

There will be numerous advantages in such an arrangement. In the first place there will be an over-all improvement in the physical health of the youth; moreover, those entering life would be more mature, self-reliant and inspired with a zeal for serving the country in a useful capacity whilst those entering the university will have attained the age of 18 and will therefore be more suited to derive the maximum benefit from University education; further, there will be an all round improvement in the quality of the nation's manpower, who would be more effectively oriented and better equipped to undertake the work of national reconstruction in various sectors, particularly in the rural areas. Well-disciplined and properly equipped young men and women would become available not only for national reconstruction but also for any emergency that the nation may have to face.

A programme of the kind outlined above will be a real nation building programme and the investment on human material will more than repay itself in course of time. The institution of such a programme will provide opportunity to eradicate some of the glaring deficiencies in our universities such as the fall in standards of discipline and attainment and wastage from failures. This programme can be utilized for sifting the human material for Higher education after careful observation including aptitude and achievement tests spread over a period of one year. This selection can be re-enforced by a comprehensive scheme of scholarships for deserving and meritorious students to enable them to pursue Higher education. Those who cannot profit from Higher education would also be better equipped, as a result of national service, to play their part in the life of the community.

Before proceeding to give our recommendations on the various aspects

of a programme of national service, it may be emphasised that any such programme must be predominantly educational, aimed at improving the quality and training of manpower required for rapid national reconstruction. The quality of discipline, spirit of social service and capacity for leadership thus engendered among the youth would be an asset to the nation in any emergency. We have taken note of the proposed expansion of the National Cadet Corps envisaged by the Ministry of Defence which is mainly directed towards building a reserve of trained manpower for purpose of national security, which we welcome. The programme of national service suggested by the Committee is, however, not primarily designed in the interests of national security but is aimed at inculcating the qualities and attitudes in the educated youth of the country which are essential not only for the limited purpose of national security but for the all round progress of the country in every field of national endeavour.

SECTION—III

Recommendations

1. *Objectives* : The primary objective of national service should be to provide more lively awareness on the part of the educated youth of the purposes and processes of the nation's reconstruction efforts, especially in the rural areas, and to inculcate in them a sense of discipline, a spirit of social service, dignity of manual labour and dedication to the cause of the country in order to make up the deficiencies of the present educational system such as lack of discipline, absence of self-reliance, want of maturity and lack of idealism, and thus prepare the educated youth, the future leaders of the country, for the enormous tasks of national reconstruction requiring arduous, sustained and responsible work and to safeguard national security requiring a reserve of trained personnel available to meet any emergency.

2. *Compulsion* : It is necessary that any scheme of national service must be compulsory if it is to be effective and is to make a real impact to improve the quality of manpower needed by the country. A voluntary scheme would have the drawback of leaving out a good many, if not the majority, of students proposed to be covered and would not be assured of success unless sufficient inducements were offered. If improvement on the national scale is to be the aim, which it ought to be, no voluntary scheme can ever hope to achieve it. There can be no objection, on principle or otherwise, to compulsion as it is the right of the State to ask its citizens for a period of service in return for what it does for them.

No exemptions are to be allowed on any ground. The students who are not physically fit for manual work could be asked to do other suitable work. Cases of hospitalization are in another category and may be exempted only for the period of hospitalization and legitimate convalescence. In particular, there should be absolutely no opportunity for the rich and the influential to manipulate exemptions for their children.

3. *Duration* : It is essential that national service should be of a sufficiently long duration to inculcate in the young adolescent the values of discipline, social service, dignity of manual labour and dedication to the country. It is necessary to expose young minds to good influences over an adequate period if lasting effect is to be secured on the growing personalities and developing character of the nation's youth. A period of at least nine months to a year is the minimum required for achieving the objectives of national service.

4. *Stage* : The best stage for drafting the youth in national service is when they pass out of Higher Secondary school or pre-University class and

are prepared to enter life or the university. A year's national service at that stage would greatly fill the gap left by the present Secondary education and would equip a young person better both for life or the university. Those entering life would be more mature, more disciplined and better prepared for the responsibilities of their work. Those who go to the university would be more self-reliant, more disciplined and better equipped for benefiting from University education. As a matter of fact, the observation of a young person in national service spread over a year would enable the educational authorities to select better material for University education on the basis of academic and other achievements, and thus check the growing indiscipline and wastage which are becoming the bane of University education. Those students who are found to be talented and gifted during the operation of the national service should be given scholarships and other benefits to pursue Higher education. The national service thus has tremendous possibilities of being utilized as a means of helping in judging suitability for admissions to universities on the basis of adjudged capacity of students to benefit from Higher education.

5. *Content* : The content should be so devised as to effect an all round improvement of the personality and character of the adolescent. There need be no dead uniformity—none is advocated—but the following ingredients should be dovetailed in any over-all programme for the service :—

- (i) *Military Discipline*.—The students should lead a disciplined life for nine months to one year comparable to that in the armed forces. No breach of discipline should be tolerated. Adequate sanctions should be provided to deter any breach of discipline.
- (ii) *Social Service and Manual Labour*.—Social service and manual labour should be rendered for at least four hours every day in the areas selected for work under the national service. Manual labour would be an essential part of the work for every student. The labour and social service may take diverse forms depending upon the locale and the needs of the community. The work should be so organized that the community derives tangible and lasting benefit. This will inspire confidence in youth and also give them pride of achievement.
- (iii) *General Education*.—So that the national service should not lead to a gap in the education of adolescents, it should also provide broad general education laying stress on the improvement of English, learning of Hindi and other regional languages, improvement of general knowledge, acquaintance with India's cultural heritage and programmes of social and economic planning, etc. so that the participants on completing the national service are fit and active enough to take their place in life even if they do not enter the university. The period of national service should also be fully utilized for the emotional integration of the youth with the country and ideals it is working for. The service should also provide some opportunities for self-expression in cultural activities like music, dance, drama, but care should be taken to ensure that they do not distract from the main purposes of the service. Adequate reading materials such as books, periodicals, magazines etc. should be provided so that the youth can acquire habits of self-study, critical inquiry and love for scholarship and knowledge.

A programme worked out suitably with the above ingredients should

meet the needs of all round development of the growing adult and lead to integration of his personality. This would not only develop true discipline—physical, intellectual, moral and spiritual—but also inculcate in the youth qualities like the love of the country and dedication to social work.

6. *Organizational Set-up* : A programme of national service of the envisaged quality and magnitude should be a bridge between the terminal stage of Secondary education and entry into life or institutions of Higher education. Though it will draw upon the resources of the Defence forces universities, educationists, Government departments both at the Centre and in the States engaged in social and economic development programmes, the programme suggested by the Committee would require for its implementation an organizational set-up which should be broad-based and independent. The programme must be truly national in concept and in execution and should be so devised that it develops the capacity to extend its scope to cover other categories of citizens in appropriate age groups in course of time. While it is urgent that we concentrate our efforts on the educated youth, the other youth of the country are of no less important for the larger interests of the country. In view of the potentialities of a comprehensive programme visualized, such a service might ultimately cover all the youth of the country, but this will require as a pre-requisite the spread of Secondary education to all young persons below the age of 17.

It is, therefore, suggested that a National Board should be set up to plan, implement and evaluate a programme of national service. This should, however, be preceded by careful preparation of a detailed plan of work for youth and for this purpose, it would be desirable to set up a representative working group of educationists, administrators, Defence experts and other interests.

7. *Finance* : An investment in human resources is not to be viewed in the context of economic value of the product of such investment, as the primary aim is to build up educated young people as disciplined citizens and devoted workers so that they are an asset to the nation. The national service is thus to be viewed as a nation building programme and any cost incurred on it would more than repay itself in the long run. The economic value of the productive work which the youth are expected to perform would not be in itself inconsiderable and should be reckoned in any estimate of the cost involved. The cost of national service, though heavy, should not be beyond our means and should be worked out in detail by the Working Group.

In the end the Committee would like to place on record their appreciation of the considerable help given by Dr. H. C. Gupta and Shri J. S. Nanda, Officers of the Ministry of Education, in preparing the draft of its report.

N. S. Junankar,
Secretary

C. D. Deshmukh,
Chairman
D. C. Pavate
B. Prasad
A. C. Joshi
H. C. Sarin
K. Balachandran
P. N. Kirpal

STATEMENT

A Comparative Statement of Various

Sl. No.	Name of the Scheme	Objectives	Scope with special reference to categories eligible to participate in it
1.	National Cadet Corps (Started in 1948).	To stimulate the interest of the youth in the defence of the country.	Open to boys and girls from schools and colleges with age limits of 13 to 18½ years for Junior Division and below 26 years for Senior Division. No. of cadets trained every year : 1,50,000 with average annual increase of about 22,000.
2.	Auxiliary Cadet Corps (Started in 1952).	To build the youth mentally, morally and physically and to develop in them a sense of patriotism, self-confidence, dignity of labour and leadership.	Open to all boys and girls between the ages of 13 to 16 years reading in Secondary schools. The strength of A.C.C. had risen on 31-3-1959 to 8,38,307 cadets ; 15,807 teachers with an annual increase of about 42,995 cadets
3.	Labour and Social Service Scheme (Started in 1953-54).	To provide physical, recreational and other amenities in educational institutions so as to encourage the art of self-expression, comradeship and community life in youth; also to create healthy attitude towards manual work and enlighten youth about rural problems.	Open to boys and girls from schools and colleges, with age limits of 13 to 16 years for Junior Camps, and above 16 years for Senior Camps. During the period from 1954-55 to 1958-59, total No. of Camps conducted : 5,330. Students participated : 5,68,717. Campus Work Projects organized in schools and colleges : 634.

Labour and Social Service Schemes

Nature of activities to be undertaken under the Scheme and duration of the Project	Manner of implementation of the Scheme including the organisational set-up for the purpose	Estimates of cost involved
<p>Military training such as squad drill, drill with arms, weapon training, map reading, mountaineering etc. During camp period, half the period is used for military training and the other half for labour and social service.</p>	<p>Administration of N.C.C. is controlled by N.C.C. Directorate under the charge of a Major-General. Directorate has divided the country into 14 circles, each being under the charge of a Lt.-Col. N.C.C. Units are commanded by regular officers who are assisted by selected commissioned officers, and college and school teachers. There is special arrangement for the training of school/college teachers selected as N.C.C. officers.</p>	<p>The cost of per cadet in 1959-60 was as follows :— Senior Division —Rs. 290 Junior Division —Rs. 155 Average —Rs. 158. The cost per cadet in N. C. C. Rifles proposed to be started in 1960 as Infantry Units to give basic military training is estimated at Rs. 71 per year.</p>
<p><i>Duration</i> : (i) 4 hours per week except during vacations. (ii) Camps for 3 to 4 weeks duration held every year.</p>		
<p><i>Basic Training</i> in citizenship, drill, games, field craft, first aid, sanitation and hygiene for 3 years having only one period of 40 minutes on all working days except Saturdays.</p>	<p>The A.C.C. is administered with the help of JCOs and other commissioned officers provided by the Ministry of Defence who help in training school teachers as instructors in A.C.C. One Unit consists of one A.C.C. officer (teacher) and 50 cadets (students).</p>	<p>Expenditure on instructional and supervisory staff comes to Rs. 5 per cadet and is met by the Ministry of Defence. Cost of uniforms as well as cost of training of teachers and their honoraria which come to Rs. 9 per cadet is met by the State Governments.</p>
<p><i>Supplementary Training</i> in hobbies, arts, craft and other cultural activities during week-ends and vacations.</p>		
<p><i>Boys Camps</i> devoted to construction of roads, digging of soak-pits, water reservoirs and drainage etc.</p>	<p>The Government of India is advised by a committee on the programmes that may be undertaken under the Scheme, and the manner of giving grants for that purpose. 50 to 100 students attend the Camp for a fortnight.</p>	<p>T.A. III class fare at concessional rates. D.A. Rs. 1.75 per head per day. Ministry of Education has made a provision of Rs. 2.80 crores for the Scheme for Second Five-Year Plan.</p>
<p><i>Girls Camps</i> devoted to hygiene, care of the sick child welfare and home nursing etc. (Duration 10 to 20 days).</p>		

STATEMENT—(contd.)

A Comparative Statement of Various

Sl. No.	Name of the Scheme	Objectives	Scope with special reference to categories eligible to participate in it
4.	National Discipline Scheme (Started in 1954).	To build a nation of disciplined youth who are physically fit, emotionally sound, culturally aware and have a sense of devotion to the cause of the nation so as to channelise their energies in suitable directions for accelerating the progress of the country.	Limited only to school-going children from 6th to 11th classes. During the Second Five-Year Plan Schools to be covered : 300. Children to be disciplined : 3,00,000.
5.	Village Apprenticeships Scheme (1956-57 to 1958-59).	To develop in selected university students and teachers a realistic spirit of social service and a responsible understanding of the problems of rural reconstruction in India through actual participation in well organised village development work under experienced supervision.	Open to college students (boys and girls) who have passed Intermediate (or equivalent) examination; also to college teachers. Total No. of apprenticeships provided : 5,444. Total No. of apprentices declared successful : 4,066.

Labour and Social Service Schemes—contd.

Nature of activities to be undertaken under the Scheme and duration of the Project	Manner of implementation of the Scheme including the organisational set-up for the purpose	Estimates of cost involved
An integrated programme for physical training, mental training, developing capacities for administration and organisation through drill, parades, sports, games, lectures on sense of duty, punctuality and cleanliness for character development. (Duration of the course 3 months.)	Scheme is operated through three Regional Offices Eastern, Western and Northern at Calcutta, Poona and Ambala respectively headed by a Senior Supervisor. Operational work in each school is done with the help of a Physical Training Instructor. The P.T.I. is in charge of 200 to 300 children.	Average expenditure per trainee per course of three months varies from Rs. 5 to Rs. 7.
All kinds of manual labour, social service and other activities aimed at the welfare of rural community under Community Development and National Extension Service Blocks (Duration 6 weeks).	In each State, an Executive Committee comprising Vice-Chancellor (or his nominee), Development Commissioner of the State (or his nominee), Head of Deptt. of Education/Social Education, and Registrar who is to act as Convenor and Secretary of the Committee, has been in charge of the Scheme. The Executive Committee is responsible to give publicity to the Scheme, select the apprentices, arrange orientation, post them and appraise the work of apprentices.	T. A.—Rs. 20 lump sum. D.A.—Rs. 2/8/- per diem paid direct for six weeks. Stipend to successful apprentices is paid @ Rs. 25 per week for six weeks' training. A total of \$300,000 was made available for the Scheme by the Ford Foundation.

APPENDIX D

MEMORANDUM ON ITEM 5 : **Examination of Higher Secondary school candidates with compulsory English and without English;—Desirability of two types of public examinations.**

The number of failures at the Higher Secondary stage is alarming. Majority of students fail in English. Since Higher Secondary stage is also a terminal for the majority of students, English has little importance for them. It is of value to those who have to continue their studies at the University stage. In the light of this fact it is to be considered whether it is desirable to have two types of public examinations at the Higher Secondary stage—one without English as a compulsory subject for those who have to give up their education at the Higher Secondary stage and the other with English as a compulsory subject for those who have to continue their education beyond this stage.

APPENDIX E

MEMORANDUM ON ITEM 6 : **Attaching class VIII to Higher Secondary section and spreading the course to four years.**

One of the main recommendations of the Commission for the Reform of Higher Secondary Education was that class VIII be attached to the Higher Secondary section of the Higher Secondary schools. This is the delta class wherein the aptitude and interest of child can well be determined and if this delta class is attached to the Higher Secondary section, the school authorities can give proper guidance to the students entering the Higher Secondary course as they can form a concrete opinion about the aptitude of the child for diversified courses.

APPENDIX F

MEMORANDUM ON ITEM 7 : **The establishment of State Evaluation Units to promote examination reform.**

It is a well-known fact that a programme of examination reform has been adopted by successive conferences of Chairmen and Secretaries of the Boards of Secondary Education since 1957. An Examination Unit consisting at present of 13 evaluation officers is functioning in the Directorate of Extension Programmes for Secondary Education under the Ministry of Education. This programme of examination reform is phased over a period of ten years and seeks to bring about a closer and more integral relationship between educational objectives, teaching procedures and learning processes. When implemented fully, it will not only have reformed the system of examination but will also have brought about a revision of the curriculum needed for the realisation of educational objectives.

A country-wide programme of this magnitude involving as it does nearly 13,000 Secondary schools and 14,000 teachers, requires a great coordination of effort between the different States. During the past sixteen months the Central Examination Unit has been conducting a number of workshops in evaluation and acquainted an appreciable number of teachers with the new evaluation approach. This is, however, only a small portion of the task to be done. Test items have to be prepared in accordance with the new objectives in the entire syllabus in each subject, these items have to be tried out and analysed, and finally the selected test material has to be made available to the different State Departments and Boards for internal and external assessment. This, in turn, will in natural course lead to a consequential re-organisation of the curriculum and adjustments and improvements in classroom teaching. It was recognised very early in the programme of examination reform that success would be possible only if the States continued the work of the Central Unit with their schools and teachers. The 1956 Bhopal Seminar on Examinations, therefore, recommended that "in each State the Board of Education of the type suggested by the Secondary Education Commission should set up a committee with a bureau attached to it for the constant appraisal and review of tests and other instruments and procedures of evaluation". The Seminar suggested that the work of the Bureau should include :

- (i) The study and investigation of problems connected with tests and procedures of evaluation used at all stages of Secondary education, including the internal examination as well as the public examination.
- (ii) The preparation of suitable examination papers which may, with refinement, attain the status of standardized achievement tests for the different subjects for use at the final examination. The following alternative procedures for the preparation of these tests are suggested :
 - (a) The Bureau may prepare a large number of suitable objective questions covering the entire syllabus, from which questions may be selected for the preparation of the examination papers to be given in a particular year.

OR

- (b) The Bureau may prepare a number of alternative complete test forms (say, not less than five) on the entire syllabus in certain subjects. One of the alternative forms could be used as a test for a particular year.

OR

- (c) The Bureau may prepare a number of alternative forms for each aspect or unit of a subject (*e.g.*, the Physics portion of the General Science syllabus); the paper to be set for any particular year being prepared by putting together a suitable combination of the alternative forms from the required units.
- (iii) The preparation of manuals containing detailed instruction for the administration and scoring of the tests and the interpretation of the results.
- (iv) The preparation of manuals containing detailed instruction for drawing up questions of the essay type in the different subjects, with a view to reducing to the minimum such defects as subjectivity, lack of comprehensiveness and vagueness. The manuals should contain examples of good essay-type questions for the guidance of the paper-setters and instructions for marking and grading candidates on the basis of their performance.
- (v) A scientific study of the problems of converting marks into grades and of combining the grades earned on the essay-type questions with the score on the objective tests.
- (vi) A study of problems which are likely to arise when the school record and the marks at the public examination are combined in the final assessment of the candidate.
- (vii) An investigation into the problems of relating the scores in the external examination with the scores on the internal tests and other school records for the purpose of the final assessment.
- (viii) A scientific study of the questions set at the external examination and the reports of the examiners on the performance of the candidates.
- (ix) A scientific study of the results subjectwise, schoolwise, districtwise, etc., with a view to effecting improvements.
- (x) Exploring the possibilities of associating internal examiners with external examiners, as practised in certain European countries.
- (xi) Exploring the possibilities of including the oral examination as an appropriate instrument of assessment.

In the programme of action which he outlined in 1957, Dr. Benjamin Bloom went further and suggested the establishment of State Examination or Evaluation Units for the purpose of carrying out the above work. He counselled, however, that the State should institute such Units only after a sufficient number of technically competent persons could be found or trained. He envisaged that within a three-year period State Examination Units would

become the foci of this work. The Conference of Secretaries of State Boards at its meeting last year resolved "that the State Examination Units should be set up as early as possible, preferably before 1961".

Although certain States, e.g., Kerala, Orissa and Bombay have set up Research Bureau on Examinations, no other State except Uttar Pradesh has so far reported the establishment of an Evaluation Unit. If our plan for the reform is to progress as steadily as scheduled, it is of primary importance that in the year before us we concentrate our efforts on setting up these Units so that at the commencement of the year 1960-61, the State Units may be in a position to implement the programme.

Personnel for the State Units

As Dr. Bloom pointed out, the success and efficiency of these State Units depended largely on the personnel that ran them. It is obvious that such efficiency should be ensured by finding or training the required number of technical persons. A training programme for this personnel has already been envisaged in the scheme. Such training courses will be organised by the Central Unit in co-operation with experts from universities, training colleges and other interested bodies in the country under the guidance of the expert in evaluation from the Ohio State University team of Consultants.

It is expected that each State Unit will, at the initial stage, have the following posts :—

One Director	
Three Evaluation Officers—	one for language subjects, one for Humanities and one for Science
One Statistical Officer	
Technical Assistants such as a translator or a computer, and other clerical staff	

Out of the above, it will be necessary to give training in the new techniques to the first four officers. States like Orissa, Kerala and Mysore have also made requests for providing training for the officers of their Examination Bureau, and their paper-setters. It may, therefore, be taken that on an average four to five officers from each State may be given training in the new technique as a first step. This will work out to about 60 individuals in all the States and Territories.

The provision of training for these persons would necessitate :—

- (i) the immediate creation of new posts by the respective governments;
- (ii) the selection of persons required to fill up the posts in such a manner that they cover the major areas of knowledge, namely, languages, natural sciences and social studies.

As for the training courses, the Conference may decide whether it would be convenient to have them on a regional or on an all-India basis. The above measures should be taken well before June, 1960 so that the new and duly trained personnel is ready to man the State Units from the academic year 1960-61.

Nature of Training

The course of training should cover :—

- (i) the new approach to evaluation and theory of evaluation;
- (ii) processes and techniques involved in this new approach;

- (iii) some training in the statistical aspects of evaluation;
- (iv) practical training with the evaluation officers in different subject fields;
- (v) participation in workshops; and
- (vi) a course of special training.

Functions of State Evaluation Units

The functions of the State Evaluation Units will fall under the below-mentioned categories.

The problem upon which the Units will turn their immediate attention will be :—

- (i) Preparing tests, objective and essay-type, based on educational objectives in all the subjects and manuals containing detailed instructions about evaluation, making suggestions about their use for external examinations and internal assessment;
- (ii) Standardising such tests;
- (iii) A scientific study of the system of internal assessment, determining procedure and methods of incorporation;
- (iv) Carrying out research on problems related to examinations, and studying examination results; and
- (v) Helping schools in using standardised tests for internal assessment.

Co-ordination with the Central Unit

As the State Units get established and engage themselves in the activities mentioned above, the Central Examination Unit would gradually assume a somewhat different role than at present :—

- (a) It will engage itself in the preparation of test material on objectives other than those covered at the initial stages;
- (b) The introduction of reform and the study of test results or other relevant problems by the State Boards would require exchange of ideas and experiences for mutual benefit. It would function as a clearing house for the State Units in collecting and disseminating information on the subject;
- (c) It will undertake research in problems referred to it by the State Units or the Boards;
- (d) It will also assist and co-ordinate research work in the field of examination;
- (e) It will bring out publications on
 - (i) guides or manuals illustrating test materials and learning experiences in relation to selected new objectives for the use of teachers and examiners; and
 - (ii) pamphlets or papers presenting the results of research on various aspects of the reform.

The Third Conference of Secretaries of the Boards of Secondary Education which was held in September 1959 at Delhi resolved "that State Evaluation Units should be established by the year 1960-61 and that training

courses may be organised by the Directorate on an all-India basis for the officers of the State Units in suitable batches." The information so far received from the different States is consolidated in the attached annexure, (Annexure C).

Provision has also been made in the Third Plan for the establishment of such State Units as Centrally aided schemes.

ANNEXURE C

Information about the Establishment of State Evaluation Units

I. *ORISSA*

An *Evaluation Unit* has been set up by the Secondary Education Board since 28th February, 1959. It also functions as a Research Bureau. Its specific functions are to promote measures of reform in examination at the State-level as suggested by the Centre, and to carry on independent research ancillary to such reform.

Staff : The Unit is in the charge of one Research Officer who holds a Master's degree in Education. The scale of pay of the post is Rs. 200—15—260—25—435—EB—25—610—EB—30—700.

Work done so far : At present the Unit is carrying out item analysis of the two tests on General Science (comprising 90 items), and Social Studies (comprising 80 items) administered on 320 students of nine selected schools in the State.

Co-ordination between the Unit and the State Education Department : The necessary co-ordination exists through the Board, the President of which is also the Director of Public Instruction of the State.

Requirements : The Centre may give more concrete suggestions to accelerate the work of the Unit and supply the test materials as early as practicable. The Board has made a provision for the appointment of a Research Assistant for the State Evaluation Unit. If the Unit is to have the staff suggested by the Conference of Secretaries of Boards, it will need assistance from the Centre to the extent of 50 per cent of the expenditure of the Unit.

II. *DELHI*

The Board of Higher Secondary Education, Delhi considered the question of setting up an Evaluation Unit at its meeting on 10th November, 1959, and resolved to recommend to the Delhi Administration that an Evaluation Unit be appointed so as to bring about reform in the examination system, as recommended by the Directorate of Extension Programmes for Secondary Education.

The State Education Department (*i.e.* the Delhi Administration) has not appointed an Evaluation Unit or a Research Bureau so far.

III. *ANDHRA PRADESH*

No State Evaluation Unit has been set up. Resolution XX of the Conference is under consideration of the Director of Public Instruction.

The State Government has set up an "Examination Reform Committee" for suggesting ways and means for implementing the recommendations made on Examination Reforms by the Bhopal Seminar. It also examines any recommendations made on the subject of evaluation and examination reforms by different seminars and conferences.

The Committee consists of—

- (1) The Director of Public Instruction;

- (2) The Principal, College of Education, Osmania University, Hyderabad;
- (3) One representative of the Osmania University;
- (4) Two experienced headmasters;
- (5) Director, State Bureau of Educational and Vocational Guidance;
- (6) Three coopted experienced members.

The Committee met in August-September, 1959 and its recommendations have been submitted to the Director of Public Instruction for circulation among the teaching faculty and collecting their views.

The State Bureau of Vocational and Educational Guidance is functioning in the State since 1st April, 1958. It is engaged in the work of constructing objective tests of attainment for the purpose of making them available to the Secondary schools in the State. Objective tests constitute one of the items in the cumulative record in the State. The Bureau also takes up research on topics relating to examination reform. Special Subject Inspectors have been appointed in the office of the Director of Public Instruction to visit schools and guide them in the teaching of the respective subjects. They also help in the work of the Bureau. The Bureau is staffed with a Director, two Counsellors, and two Technical Assistants.

IV. S.S.C. BOARD, POONA

No Evaluation Unit has been set up by the Board.

The Board has set up a Research and Investigation Section. This section is functioning since July, 1955.

Functions : Its special function is to institute investigations pertaining to the various problems connected with the S.S.C. Examination, as suggested from time to time by the Examination Reform and Research Committee of the Board.

Staff : One Investigation Officer on Rs. 350.

Work done so far : Completed eight projects related to a statistical analysis of the results of the S.S.C. Examination. No coordination between the Research Section of the Board and that of the State Education Department has been thought of, for the Research and Investigation Section has been concerned with statistical analysis of the results of the S.S.C. examinations and the Research Section of the Department of Education is mainly concerned with administrative problems.

V. MADRAS

There is no Evaluation Unit. It is not proposed to make any change in the scheme of examination at present.

VI. ALIGARH UNIVERSITY

The matter is under the active consideration of the University. A scheme for setting up an Examination Research Unit has been drawn up and submitted to the Board of High School Examination of this University. It will be discussed by the Board at its next meeting in December 1959. The Unit will be run by the Department of Education in collaboration with the Board.

When sanctioned by the University, the Directorate of Extension Programmes for Secondary Education will be approached for approval and assistance for its implementation.

VII. *AJMER*

The Board is purely an examining body with no recognised institutions on its list. It is not in a position to establish Evaluation Units as required in Resolution XX of the Conference.

VIII. *BOARD OF SECONDARY EDUCATION, GWALIOR*

No Evaluation Unit has been established by the Board.

APPENDIX G

MEMORANDUM ON ITEM 8 : **The provision of science teaching in every Secondary school and the preparation of an adequate number of qualified and trained science teachers for the purpose.**

One of the important recommendations made by the Secondary Education Commission was that *General Science should be taught in every High school*. Although there has been a trend to introduce the subject where it was not taught before, the effort has been spasmodic and uneven as between the different States. Thus, while Madras, Andhra Pradesh, Mysore, Kerala, Bombay, West Bengal, Bihar, Rajasthan, Orissa and Assam have science in some form or other, at least up to the tenth standard, States like Uttar Pradesh, Madhya Pradesh, Punjab and Jammu & Kashmir offer Science only as an optional subject making it possible for students in these States to go through the Secondary school without studying science.

Our first step, therefore, is to see that every Secondary school introduces science at least as a core and as far as possible also as an elective subject by the end of the Third Plan. The Joint Meeting of the Secretaries of Education and the Working Group on Secondary Education recommended that all Higher Secondary schools which are upgraded during the Third Plan should have at least two electives, the Humanities and Science.

The future programme in science teaching should, therefore, consist of :—

- (1) Provision of compulsory General Science in every Secondary school;
- (2) Provision of Elective Science and General Science in every High school which is to be upgraded in the Third Plan;
- (3) Addition of Elective Science in every existing Higher Secondary Multipurpose school;
- (4) Provision of additional emolument for science teachers in the Third Plan period.

(1) *Provision of compulsory General Science in every Secondary school* : About 4,000 schools are located in States which provide only for optional science. It is observed from such data as is available that about 50 to 60 per cent of the total number of pupils in the High school classes in these schools study the subject. Calculated at the rate of two science teachers per school, these institutions would require 8,000 science teachers, if there were no provision for science teaching in them at present. Since, however, one half of the students are provided for already in this respect, we may calculate the future requirement of teachers for these schools at the rate of one teacher per school or 4,000 science teachers in all.

(2) *Provision of Elective Science in every High school which is to be upgraded in the Third Plan* : The number of High and Higher Secondary schools at the end of the Second Plan period is expected to be 13,876. Out of these, 1,550 will be Multipurpose schools and 1,500 of the Higher Secondary pattern. There will, therefore, remain about 10,000 High schools

of the un-reorganised type at the beginning of the Third Plan. Fifty per cent of these schools *i.e.*, 5,000 are proposed to be upgraded as Higher Secondary school. Of these 5,000 schools, nearly 1,000 are in Madras State where, according to the reorganised syllabus introduced from 1959-60, the subject-matter normally passing as elective science is included in the compulsory core subject of General Science intended for *all* students. There will, therefore, be no need to make a special provision for science teaching in respect of this State. This leaves the number of Higher Secondary schools in which elective science will have to be provided for as 4,000. In the draft syllabus prepared by the All-India Council for Secondary Education, seven subjects, namely, Physics, Chemistry, Biology, Geography, Mathematics, Elements of Physiology and Hygiene and Elements of Home Science have been provided for, but it is felt that generally schools would be able to offer only two combinations of three subjects each from this area. We expect that on an average two additional teachers per school will be needed for meeting the requirements of any two groups of subjects under the Science electives. It is also seen that the subjects such as Physics, Chemistry and Biology only will require additional teachers. The same scale of teacher requirement is arrived at also by calculations based on allotment of time of science subjects alone. The elective science subjects take up about 40 to 50 per cent of the total allotment of time. If there are 40 periods in the weekly time-table, about 20 or a little less would be given to science. This would make 60 periods for the three classes of the Higher Secondary school. At the rate of 30 periods per teacher in the week, at least two science teachers will be needed in a school to cover the three subjects, namely, Physics, Chemistry and Biology. Therefore the 4,000 newly upgraded Higher Secondary schools will require 8,000 science teachers.

(3) *Addition of Science Elective in every existing Higher Secondary Multipurpose school* : Out of the 3,050 Higher Secondary and Multipurpose schools that will exist at the end of the Second Plan, about 750 will have the science elective stream. This leaves 2,300 Higher Secondary and Multipurpose schools without the provision of elective science. These schools should also now introduce science as an elective subject so that all upgraded schools, old and new, may have the science stream. On the basis of calculation indicated under (2) above, these 3,050 schools will require $2,300 \times 2$ or 4,600 science teachers.

(4) *Provision of science teachers for additional enrolment in the Third Plan* : The additional enrolment at the Higher Secondary stage during the Third Plan is expected to be about 15 lakhs. The total teacher requirement for this additional number of pupils calculated on the basis of a teacher-pupil ratio of 1 : 25 will be 60,000.

Additional teachers will also be required to replace those who die, retire or leave service. Three per cent has been taken to be the average rate at which teachers will be required for such replacement. The number of teachers in position at the commencement of the Third Plan will be 1,09,700. The number of teachers required for replacement during the five years of the Plan will be 3 per cent of $1,09,700 \times 5 = 16,455$. The total requirement of additional teachers is thus 76,455. It has been found that on an average 3 out of every 11 teachers in a Higher Secondary school are science teachers, one for the core and two for the elective. Thus the number of additional science teachers required for expansion and replacement will be 20,851.

The total science teacher requirement under the Third Plan is summarised below. The woman teacher requirement has been calculated approximately on the basis of about 17 per cent in respect of Higher Secondary schools at the end of the Second Plan. This percentage is based on the existing proportion of teachers.

	Men	Women	Total
(1) Provision of compulsory General Science in every Secondary school; 4000×1	3,360	640	4,000
(2) Provision of Elective Science and General Science in every High school which is to be upgraded in the Third Plan; 4000×2	7,320	680	8,000
(3) Addition of Science Elective in every existing Higher Secondary Multipurpose school; 2300×2	3,818	782	4,600
(4) Provision of science teachers for additional enrolment in the Third Plan period	17,306	3,545	20,851
Total number of Science teachers required	31,804	5,647	37,451

Teacher Requirement for Elective Science

Out of the total requirement of 37,451 science teachers under the Third Plan, the following will be needed for teaching Elective Science :—

(i) Upgrading of 4,000 schools with science stream	7,320	680	8,000
(ii) Provision of science stream in the existing 2,300 Higher Secondary and Multipurpose schools	3,818	782	4,600
(iii) Science teachers required for additional enrolment	11,537	2,363	13,900
Total	22,675	3,825	26,500

Teacher Requirement for General Science

(i) Provision of science in each of 4,000 High schools	3,360	640	4,000
(ii) Science teachers required for core General Science for additional enrolment	5,769	1,182	6,951
Total	9,129	1,822	10,951

Subject-Wise Requirement

Out of the 26,500 teachers required for Elective Science, the break-up between the sub-topics Chemistry, Physics and Biology, worked out in the ratio of 40 : 35 : 25 gives us the following figures :—

	Total	Women
Chemistry teachers	9,070	1,530
Physics	7,936	1,339
Biology	5,669	956
Total	22,675	3,825

In order that the tone and standard of the upgraded institutions may be improved, it is essential that the science teacher should be at least B.Sc. Hons. and preferably M.Sc. All the Chemistry teachers should take Mathematics and Physics as subsidiary subjects in their B.Sc. and all the Physics teachers should take Chemistry and Mathematics as their subsidiary subjects. Thus all the Chemistry and Physics teachers will be in a position to look after Mathematics.

Regarding General Science, at present there is no provision for the teaching of General Science as a degree course in our universities, nor is it a

separate subject for methodology in the B.T. and B.Ed. courses. Our Science teachers are, therefore, totally unprepared for the special demands of the General Science curriculum both in content and in approach. Therefore, until such time as provision is made by the universities for degree courses in General Science, the Training colleges will have to provide content-cum-methodology courses in General Science. The candidates coming for this training should have studied all the science in some form or other either at the B.Sc. or at the M.Sc. level.

The entire teacher requirement is summarised in the abstract given below :—

Science Teachers	Men	Women	Total
1. Chemistry	9,070	1,530	10,600
2. Physics	7,956	1,339	9,275
3. Biology	5,669	956	6,625
4. General Science	9,129	1,822	10,951
	31,804	5,647	37,451

The above requirements have been accepted by the sub-committees of the Manpower Committee on Education.

Our immediate concern now is to arrange for the supply of these teachers in time for the Third Plan. There are two ways in which this can be done. If we begin the preparation of teachers even in the last year of the Second Plan *i.e.* 1960-61, we shall be able to have the teachers needed for the new schools and courses scheduled for the first year of the Third Plan in position at the beginning of 1961-62. If this is not possible, then the first year of the Third Plan will have to be devoted to the preparation of teachers and the opening of new schools and courses taken up in the second year of the Plan. In other words, the total number of science teachers required for the Third Plan will have to be trained in the *first four years* of the Plan period and the new schools and courses opened in the *last four years*.

It has to be pointed out that while shortage of trained women graduates is a general feature everywhere, the difficulty is more acutely felt in respect of trained science graduates. To relieve this shortage it may perhaps be worthwhile to consider whether we may not make provision for the part-time employment of married women teachers, especially in urban areas.

The Central Advisory Board of Education may consider this question and suggest the most effective means of ensuring the supply of science teachers, and the provision of science teaching.

APPENDIX H

MEMORANDUM ON ITEM 9 : Grant of adequate Central assistance for schemes under University education to States having low output of graduates.

The Government of India have taken a firm decision that the target of universal free and compulsory Primary education for all children of the age-group 6—11 should be achieved by the end of the Third Plan period. Want of sufficient number of matriculates to serve as teachers in Elementary schools stands in the way of giving properly qualified teachers in the Primary schools of some States. In order to get matriculates in sufficient numbers, it is necessary to expand the facilities of Secondary education. For expansion of facilities of Secondary education, sufficient number of graduate teachers are not available in these States. In order to increase the output of graduates to the desired extent, it is necessary to expand the facilities of Collegiate education. It would thus be seen that expansion of facilities for Collegiate education is intimately connected with introduction of compulsory education at the Primary stage. The felt need for this is greatest in States where the output of graduates is disproportionately low.

Government of India do not give assistance to States for schemes in the field of Collegiate education excepting for the schemes 'Introduction of Three-Year Degree Course in Colleges' and 'Expansion of Women's Education'. 'Introduction of Three-Year Degree Course' may tend to reduce the number of graduates. Expansion of Women's education may help to increase the number. On the whole, these two schemes will not help to bring the States having low output of graduates at par with the States which have got a surplus of graduates. The table given below which is based on the publication 'Education in the States—1956-57' will reveal the comparative position of different States in this respect. It is suggested that Central assistance should be given for schemes, like (i) provision of additional facilities in colleges and (ii) opening of new colleges in States in which the annual output of graduates and the number of students in colleges in proportion to the population is less than the corresponding figures of the Union.

TABLE

Name of State	Population (in lakhs)	Enrolment in Arts and Science Colleges	Enrolment per lakh of Population	No. of Students passing B.A. & B.Sc.	Output of Graduates per lakh of Population
Andhra	339.6	45,884	135	4,836	14
Assam	101.0	13,429	133	987	10
Bihar	412.6	47,420	115	3,750	9
Bombay	539.0	73,518	136	9,215	17
M.P.	274.8	30,167	110	1,160	4
Madras	326.9	39,222	120	5,068	15
Orissa	152.2	6,225	41	522	3
Punjab	170.8	44,136	258	9,203	54
West Bengal	284.5	99,510	349	6,980	24