

# THE CENTRAL ADVISORY BOARD OF EDUCATION

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## AGENDA



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MINISTRY OF EDUCATION AND CULTURE  
GOVERNMENT OF INDIA

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**ITEM NO. 1 TO CONSIDER THE RECOMMENDATIONS OF THE CONFERENCE OF  
EDUCATION SECRETARIES OF ALL STATES AND UNION TERRITORIES**

**1. IMPLEMENTATION OF POINT 16 OF THE NEW 20-POINT PROGRAMME**

**Universalisation of Elementary Education**

- (i) The Conference noted with satisfaction the pace of progress achieved in the implementation of Point 16 of the new 20-Point Programme during 1982-83. This was seen to be a positive response to the special campaigns launched during the year for increasing enrolments. It was heartening to note that in some of the educationally backward States these special efforts have led to distinctive results in terms of additional enrolment or coverage of illiterate adults.
- (ii) It has, however, to be recognized that much more remains to be done. Since the 1990 date line has to be adhered to, the pace of progress has to be more than doubled in the remaining years. It has also to be recognized in this context that the coverage henceforth will be of difficult target groups who have for various reasons not been able to avail of the facilities in the formal system. There is, therefore, no room for complacency.
- (iii) The Conference recognized the need to envisage universalisation as consisting not only of enrolments, but also of retention and successful completion. Viewed in this context, the targets to be achieved will be even more staggering.
- (iv) Stupendous efforts will, therefore be required to achieve these challenging targets. The administrative, organizational, academic and financial implications of the exercise will have to be clearly spelt-out and appropriate action taken if the progress has to be smooth and sustained.
- (v) In realization of the fact that about 70 per cent of the unenrolled children are girls and a majority of these belong to the weaker sections, special efforts have to be made for a rapid increase in education of girls/women. Special incentives will have to be provided to girls to enrol in schools/Non-Formal education centres and suitable changes in staffing policies and procedures may have to be introduced to promote appointment of lady teachers. In this connection it will be useful to pursue proposals like establishment of working women's hostels in big villages, NFE centres exclusively for girls with special central assistance, special effort to recruit lady teachers and so on.
- (vi) Consistently with the target group-oriented approach adopted, the Conference recommended a special approach in case of tribal areas through provision of 'Early Childhood Education' support and establishment of residential primary schools.
- (vii) Construction of proper buildings and provision of suitable physical facilities were accepted as necessary pre-conditions for increasing the attractiveness and efficiency of elementary schools. Realising the over-all resources limitation, the Conference recommended recourse to an integrated approach to resources of funding by evolving linkage with national rural employment programme (N.R.E.P.) institutional (Banks/LIC) funding, donations, levy of education cess, public support systems, etc. The tremendous accumulation of back-log on this account was taken special note of. It was felt that it would never be possible to clear the back-log through

Plan provisions which were not adequate enough to meet fully even normal growth requirements. It was, therefore decided to place this problem before the Finance Commission for considering a special provision to meet this problem in their award for devolution of resources.

- (viii) It was noted that over the years a number of innovative projects had been implemented for testing out various concepts and techniques. Some of these projects have stood the test of such scrutiny and are now available for wider adoption under existing system. Such a development, it was felt would make education more meaningful and relevant and thereby promote enrolment.
- (ix) The non-formal education system was seen to be one such innovation in practice. This model has demonstrated its utility in the last 3 years. While it cannot be denied that appropriate safeguards would have to be introduced for maintaining acceptable standards in the system, judging by the popular response to the project, it had to be conceded that this model has a lot of potentiality to cater to the needs of the disadvantaged children particularly girls, who were not able to avail of the facilities of the formal system. The Conference, however, cautioned that considerable research and developmental efforts are required to devise other viable models of non-formal education.
- (x) With reference to the special attention for education of girls/women, the Conference recognised that various programmes were in operation in different sectors for the benefit of the same target groups and recommended appropriate inter-sectoral linkages between such programmes (ICDS, Applied Nutrition, health care facilities for children) so as to make optimal use of available services. The Conference recommended in particular that health care of children in schools should get increasing attention and that more schools should be covered under schools health programmes. It was recognised in this context that additional inputs of services like health care and safe drinking water will be of particular relevance to those schools in which mid-day meals programmes are in operation.
- (xi) The Conference took note of the observations made by some of the states about the inadequacy of budgetary provisions for implementation of point 16 of the 20-Point programme. It was pointed out that the dimensions of the problem warranted a substantial step up of allocations. Accordingly, the Conference recommended that, notwithstanding the overall resources limitations, implementation of this programme shall be adequately provided for. The States/UTs were urged to draw up blue-prints of action listing targets, year-wise, in the perspective of 1990. In this context, financial provisions required had to be precisely spelt out so that aggregate requirements could be reflected in the central plan also. Such a support is necessary in order to strengthen the educational base which the Prime Minister had particularly emphasized.
- (xii) For strengthening the base, States/Union Territories will have to take various quantitative and qualitative steps. These will include in particular the following:
  - (a) universal provision of schooling facilities giving preferential coverage to about 40500 habitations which do not have a primary school within 1 Km. distance;
  - (b) conversion of all single teacher schools into two-teacher schools;
  - (c) appointment of additional teachers to cope with additional enrolments;
  - (d) provision of adequate administrative staff support.
- (xiii) In recognition of the fact that the special campaigns launched during 1982-83 had resulted in positive responses, the Conference recommended to repeat such campaigns in future years.

In order to sustain the interest in such campaigns and to motivate all concerned to respond equally enthusiastically, it was considered necessary to introduce awards/incentives for good performance.

#### **Adult Education**

- (i) Taking note of the progress made in the implementation of the Adult Education Programme, the Conference felt that further massive efforts would be required if the targets were to be achieved within the ten-year time-frame prescribed. The need for greater attention to post-literacy and follow-up-activities was also recognised. The need for providing adequate academic support to such activities through production of appropriate literature was stressed for doing all this, apart from stepping up of the activities of the Government side, involvement of students, youth and voluntary organizations including Panchayati Raj institutions in the implementation of the programme has also to be accentuated. The improvement of inter-sectoral linkages was stressed in the context of this programme also.
- (ii) The positive participation of other development departments, especially the Ministry of Social Welfare, in the implementation of the Adult Education Programme was seen to be a necessity for its success.
- (iii) The Conference identified payment of low remuneration to the Instructors and inadequacy of the supervisory machinery under the State Adult Education Programme (SAEP) in some states as weaknesses in the system and called for necessary remedial measures.

#### **Monitoring and Evaluation**

- (i) The Conference observed that the arrangement for monitoring and evaluation of the two programmes—Universalisation of Elementary Education and Adult Education—was both inadequate and unsatisfactory. Accordingly, it stressed the need for establishment of a suitable mechanism for the purpose at the block, district and State levels. These mechanisms should provide for a regular and timely flow of information and suitable remedial/corrective measures to be initiated on a continuing basis.
- (ii) In this connection the Conference recommended that there should be a Sub-Committee in each State/UT under the Chairmanship of the Chief Minister to oversee the implementation of point 16 of the new 20-Point Programme and infuse it with the necessary sense of national purpose and urgency. Such an arrangement, it was felt, will promote coordinated action between all the concerned departments, especially the departments dealing with health, welfare, and education. These three were singled out for special mention as the departments providing the greatest scope for coordination through programmes which in many ways can be mutually reinforcing.

## **2. INTERLINKING OF ELEMENTARY (BOTH FORMAL AND NON-FORMAL) AND ADULT EDUCATION WITH RURAL DEVELOPMENT, SOCIAL FORESTRY, HANDICRAFTS AND HANDLOOMS**

The Conference took note of the fact that educational development could not be achieved in isolation without taking into cognizance of the factors determining the life of the child, comprising his first primary physical needs of nutrition, immunisation and mother's care as also the sustenance he draws from the natural environment comprising flora, fauna, agricultural crops, animal life and the socio-cultural life-style of the community including varied traditional skills, festivals etc. Educational strategy should be evolved in conjunction with other development sectors which are focussing attention on child and family welfare, environment, social-forestry, agricultural, handicrafts, small-scale industry. It was, therefore, essential for the Departments of Education in the States to keep in touch with and structurally inter-link their programmes with other agencies and programmes such as the ICDS, the RIDP etc. This would ensure an integration so necessary for ensuring organic growth of the student.

An important concern of the Conference related to mutual disassociation of the school system and the creative and productive activities of the community specially at the rural level. The Conference strongly supported the idea of drawing upon the rich manpower resources, rich and varied skills available in the community for supporting the education system. With this in view it was recommended that educational institutions should draw upon and associate local craftsmen, artists, weavers, potters, blacksmiths and others for training children. There should be no insistence on such skilled workers to be literate. The teachers particularly of one-teacher schools should evolve curricula which would be built on local or regional arts or crafts and technologies.

The Conference was of the view that such an integrated view would help in promoting cohesiveness in society rather than alienating the educated from the community. Also an added advantage would be the availability of additional resources for elementary and adult education from the developmental sector such as National Rural Employment Programme, Social Forestry Programme and others.

### 3. PROMOTION OF POPULATION EDUCATION

The Conference accepted the strategy of integrating concepts of the population education in the existing courses of study.

Reviewing the progress of implementation of the population education project in different States and Union Territories, the Conference urged that energetic steps will have to be taken to accelerate the pace of progress in schools and to introduce population education in colleges and universities. Concern was also expressed over the need of urgently introducing population education for out-of-school children and in the Adult Education Programme.

This expression of concern by the Conference, it was felt, should result in speedy production of teaching/learning materials for 'classroom' use and immediate re-orientation of teachers/instructors for the purpose.

### 4. INTRODUCTION OF IDEAS OF 'VALUES' OF STUDENTS

In the context of the erosion of values that was taking place and the fissiparous tendencies that have become quite marked in recent years, the Conference urged the need for value orientation in education at all levels.

Reiterating its earlier recommendation about integration of education and work and education and culture, the Conference observed that this issue should also be seen in the larger perspective of value orientation in education.

It stressed that equal attention should be given to value orientation in education of out-of-school children also.

As in the case of population education, here again, it was urged, this expression of concern by the Conference should result in speedy production of teaching/learning materials for 'classroom' use and immediate reorientation of teachers/instructors for the purpose.

### 5. REVIEW OF TEXT BOOKS FROM THE POINT OF VIEW OF NATIONAL INTEGRATION

The Conference noted with concern that, despite the clear directive of the National Integration Council to complete this exercise by 1983-84, the progress of review of textbooks was not uniformly satisfactory in all States/Union Territories. The States/UTs concerned were urged to make arrangements for review as to be able to revise their textbooks before the commencement of the 1983-84 academic session.

### 6. 10+2 PATTERN OF SCHOOL EDUCATION WITH SPECIAL EMPHASIS ON VOCATIONALISATION

- (a) Progress of implementation;
- (b) Vocationalisation of education;

(c) Admission problems of CBSE students.

(a) Taking note of the fact that some states have still not switched over to the +2 system, the Conference urged them to introduce the change before the 1984-85 academic session. It was recognised in this context that introduction of mere structural changes would not be enough. The switchover had to be accompanied by appropriate changes in the curriculum also.

(b) The Conference considered it necessary to reiterate the point that vocationalisation of the +2 stage was an integral part of the 10+2 system of education. It was noted that only a few States were implementing this programme seriously. All the other States/ UTs were urged to take immediate steps to make secondary school education more employment-oriented.

It was also agreed that the case of certification of these courses from the NCUT and the application of the apprenticeship scheme to those passing out of the vocational stream may be taken up urgently with the Ministry of Labour.

“The Conference agreed with the desirability of making available to the States the experiences of the Government of Tamil Nadu in implementing the programme of vocationalization of higher secondary stage by different states on State-wise basis. It was, therefore, decided that the NCERT will, in collaboration with the Government of Tamil Nadu, initiate an evaluative study with the purpose of determining the experiences of the State Government in implementing the programme which would help other State Governments to plan and implement their programme of vocationalization.”

(c) Arising from the experience of the students passing out of the CBSE system, the Conference recognised the seriousness of the problems arising from the lack of uniformity between standards in different examinations in different States. Taking an overall national view, it was considered necessary to introduce a mechanism for equalisation of different standards. In this connection the Conference noted a recommendation that it would be desirable to set-up a national testing service commonly for all States/ Union Territories.

## 7. EXERCISE OF CONTROL OVER SETTING UP OF NEW UNIVERSITIES AND OTHER PROBLEMS OF UNIVERSITY EDUCATION

(i) The Conference stressed that new universities should be established only after detailed surveys of educational needs of communities and in prior consultation with the University Grants Commission. New colleges it was agreed, should be opened only strictly in accordance with the guidelines issued by the University Grants Commission. It also stressed the need for development of non-institutional mechanisms like correspondence courses, evening classes, etc. in order to meet the growing educational expectations of students without necessarily having to open new formal institutions.

(ii) The Conference reiterated the need for restructuring of courses, particularly in the light of the curricular reforms that had already taken place at the school stage and the need to make them employment-oriented. Adherence to guidelines issued by the University Grants Commission for restructuring of the three-year courses was stressed again. Establishment of curriculum development cells and planning units in Universities, it felt, would facilitate proper attention to curriculum renewal.

(iii) Reforms in the prevailing examination system were also considered necessary to make evaluation of pupil attainments more objective and meaningful.

(iv) The Conference accepted the need to step-up the maintenance grants to colleges and universities with a view to ensuring maintenance of standards and promoting the utilization of development grants for improvement of the quality of education.

## 8. NCERT, SUGGESTIONS FOR UTILISING THEIR FACILITIES AND SERVICES BY THE STATE GOVERNMENTS FOR THEIR EDUCATIONAL DEVELOPMENT



## 9. STREAMLINING OF EDUCATIONAL ADMINISTRATION ; SUGGESTIONS FROM NIEPA

(i) The Conference noted that considerable work is being done in NCERT and NIEPA, particularly in developing approaches for improving the quality of education. It also noted the facilities available in these organisations for training of personnel which needed to be utilised by the States/Union Territories in an increasing measure.

(ii) The Conference in particular urged upon NCERT and NIEPA to provide research, development and extension support to the States/Union Territories in programmes formulation and implementation. In this context, it was considered necessary that these organisations develop close linkages with State Education Departments and State level institutions.

(iii) In this context it would need to be appreciated that national level organisations could serve only as catalysts and play a leadership role. The replication of services and fullfledged adoption of innovative strategies and approaches would have to be undertaken at the state level for which the States/Union Territories should set-up/strengthen counterpart institutions (e.g. SIE/SCERT).

## 10. REVIEW OF THE STATE ANNUAL PLAN PROGRAMMES FOR 1982-83 AND PROVISIONS FOR 1983-84.

The Conference recognised the need for adequate allocation of outlays for the programme of Universalisation of Elementary Education and Adult Education, within the constraint and for the full utilisation of the outlays recommended in the Sixth Plan. It was agreed that in final allocation of resources for the education sector, the intersectoral priorities would be maintained as in the Working Group on Education's recommendations.

## 11. OTHER ITEMS SUGGESTED BY THE STATE GOVERNMENTS ETC.

The Conference noted with deep concern the problems before the State Governments due to the non-supply of concessional paper. Taking note that the Mills were not supplying white printing paper but only the other varieties to which the excise duty notification of 24th November, 1982, did not apply, it was urged that the matter be again examined for levy of concessional excise duty on all varieties of paper used for educational purposes.

Referring to the financial burden cast on the State agencies in maintaining the old priceline for exercise books for which paper at enhanced rate are used, it was stressed that the State Governments be allowed to revise the price of exercise books.

## ITEM NO. 2. IMPLEMENTATION OF THE POINT 16 OF THE NEW 20 POINT PROGRAMME

### (a) PROGRESS OF ELEMENTARY EDUCATION

#### System of School Classes

India had adopted a system of 12 years of school education. This is popularly known as the 10+2 system—a ten-year secondary stage and a two-year senior secondary stage. Classes 11 & 12 constitute the *senior secondary stage* at which students can opt for Science/Commerce/Humanities streams. Vocational courses are also offered at this +2 stage.

The *Ten-Year Schools*, constituting the secondary stage, prescribes a *common curriculum* for all. The idea is that prescription of all subjects, including *science and mathematics*, compulsorily for all makes for an all-round development and a balanced growth.

The ten-year school is conceived of in three segments

*Primary*:—classes 1 to 5 (age group 6 to 11)

*Middle*:—classes 6 to 8 (age group 11 to 14)

*Secondary*:—classes 9 and 1 (age group 14 to 16)

'Primary' and 'middle' together constitute the 'elementary' stage.

The 'universalisation programme' therefore, refers to the elementary stage (age group 6 to 14).

#### Divergence in Elementary class pattern

2. Sixteen States and five Union Territories follow the national pattern of elementary classes (5+3). These States/UTs report their figures of enrolment according to the national pattern.

In five States and four UTs, the elementary stage consists of seven classes (4+3). Out of these, in one State and one UT there is a composite elementary stage (Classes I—7). These are: Gujarat, and Dadra and Nagar Haveli. Figures of enrolment, however, are reported according to the national pattern (5+3) by three States and three UTs. The remaining, namely, Andhra Pradesh; Karnataka, and Goa Daman and Diu report the figures of enrolment only in accordance with their pattern of elementary classes.

In Assam the elementary stage is of 4+2 classes. However, they report their figures of enrolment according to the national pattern.

In the interest of the programme of Universalisation of Elementary Education, it is essential that all the States/UTs should report their progress of enrolment according to the national system of elementary classes, irrespective of their elementary system being divergent from the national pattern. In point of fact, it would be ideal if the States having divergent elementary system could switch over to the national pattern, but that may entail huge expenditure. In view of the limited resources this reform may wait for the present.

#### Age of Entry

3. As a corollary to the Constitutional directive in Article 45 and also according to the national system of school education, the age of entry into class I should be restricted to the children of 6+age only. Otherwise, the enrolment cohorts move with a huge proportion of under-age (and also over-age) children. This results in enrolment ratios inflated out of proportion to the age-group population in the primary and middle stages. In ten States and two UTs the age of entry is 6. In another 12 States and

six UTs the age of entry is 5+. In one UT (G.D. & D.) the age of entry is 4 years 7 months. Uniformity in the age of entry of all States/UTs has been advocated, but the divergence continues. It is necessary that conscious measures in a phased manner should be undertaken by the States/UTs having age of entry less than six years, to fall in line with this requirement.

### **Backdrop and Perspective**

4. Universalisation of elementary education was a cherished goal of the liberation movement to strengthen an emerging nation. The founding fathers of the Indian Constitution visualised that the minimum education for all Indian citizens should be 8 years of schooling.

### **Constitutional Directive**

5. Thus the Directive Principles of State Policy include, among others, the following:

“The State shall endeavour to provide, within a period of ten years from the commencement of this constitution, for free and compulsory education for all children until they complete the age of fourteen years”.

This goal was to have been realised by 1960. This target date was first revised to 1970 then to 1976 and, 1988. The present target date is 1990. The policy frame of the Sixth Five Year Plan has, accordingly, indicated the present target date in the following words:

The main objective of educational development will be:

“to ensure essential minimum education to all children upto the age of 14 years within the next 10 years ..”

6. India's march towards development and progress in various sectors has registered significant success in keeping with the modern scientific and technological world by way of achieving self-reliance in various fields. But problems remain, more particularly those related to the lives of the millions. To accelerate the various programmes for improving the situation and solving the basic difficulties, the Prime Minister of India, Smt. Indira Gandhi, announced to the nation the New 20-Point Programme of the Government on 14th January, 1982. Point 16 of this programme is :

“Spread universal elementary education for the age group 6-14 with special emphasis on girls, and simultaneously involve students and voluntary agencies in programmes for the removal of adult illiteracy.

7. Article 45 has four elements :

- (i) Provision of free schooling at the elementary stage (Classes I-VIII).
- (ii) Enforcing compulsory schooling through legislations.
- (iii) Enrolling all children in the age-group 6-14.
- (iv) Giving all children education upto the end of elementary stage (Class 1-8).

### **Free Education**

Presently, education in classes 1-8 in all the Government, local bodies and aided schools in all States/Union Territories of the country is free, barring Uttar Pradesh where boys education in classes 6-8 has yet to be made free.

### Compulsory Education

8. Legislations for compulsory primary education are available in 16 States and 3 Union Territories, namely

Andhra Pradesh	Maharashtra
Assam	Orissa
Gujarat	Punjab
Haryana	Rajasthan
Himachal Pradesh	Tamil Nadu
Jammu & Kashmir	Uttar Pradesh
Karnataka	West Bengal
Kerala	A & Q Islands
Madhya Pradesh	Chandigarh
	Delhi

However, the penal provisions of these enactments are hardly enforceable because of the socio-economic factors involved. That being so, enactment of legislations for compulsory education may not by itself lead to universalisation of elementary education in the country.

### Universalisation

9. Much progress has been made in enrolment through the years of planned development; but, the Constitutional goal of universalisation is still a distant reality. The tremendous increase in enrolments have been offset by population growth, on the one hand, and by the problem of dropouts and stagnation, on the other. The Sixth Five Year Plan, therefore, seeks to solve this tangle by a two pronged attack of increasing enrolment and improving retention. For the purposes of operational efficiency, the focus is on primary schools during 1980-85 and on middle schools during 1985-90.

10. According to the Sixth Five Year Plan (1980-85), reinforced by the New 20-Point Programme, the target year for realising universal elementary education for all children in the age-group 6-14 is 1989-90, i.e., the last year of the next five year plan period. Targets have been prescribed in accordance with the focus indicated in the preceding paragraph; 95% enrolment in primary schools and 50% enrolment in middle schools by 1984-85; and 100% in both by 1989-90.

### Progress through the Years of Planned Development

11. Although the goal has not yet been realised, the progress achieved so far is by no means insignificant or inconsequential. In absolute numbers, it has been quite substantial. It is the simultaneous increase in the population that has depressed percentages and diminished the impressiveness of the achievements.

12. A statement showing the enrolments at the elementary stage (comprising primary classes 1-5 for the 6-11 age-group and middle classes 6-8 for the 11-14 age group) during the base years of successive five year plans is attached as Annexure I. This statement brings out the following position :

- (i) Starting with a total enrolment of 22.28 million in classes 1-8 (32.4%), the total enrolment has risen to 90.42 million in 1979-80 (67.2%).

- (i) Girls' enrolment at both primary and middle stages in successive plan periods has been lagging behind that of boys. (The gap is likely to persist by 1984-85 also; but, it is expected that the gap will be substantially narrowed).
- (iii) So far the predominant emphasis has been on the primary stage. (This emphasis, as already stated, will continue till the end of the present plan period when it is expected that the enrolment at the primary stage will reach 95%).

13. Another statement showing the State-wise enrolment position during 1979-80 at the two stages is given in Annexure II. This statement indicates the following position :

- (i) 15 States and 8 Union Territories have achieved more than 80% enrolment at the primary stage. There are 3 States whose enrolment ratios at the primary stage are below 70%.
- (ii) At the middle stage, there are 9 States whose enrolment ratios are more than 40% but less than 50%.
- (iii) At the middle stage, again, there are 5 States and 7 Union Territories whose enrolment ratios have already reached more than 50%.
- (iv) However, at the middle stage, in the remaining 8 States and 2 Union Territories the enrolment ratios are less than 40%.

14. In any account of progress of school education the important indicators are : (a) number of schools; (b) number of teachers; (c) enrolment; and (d) expenditure. The position in respect of each of these is set out in the succeeding paragraphs.

15. In 1950-51, the total number of primary and middle schools was 223, 267 (Primary 290,671 and middle 13,596). The number during 1979-80, rose to 592,969 (primary : 478,249 and middle : 114,720) i.e., by 2.6 times. Primary schools rose by 2.3 times while middle schools rose by 8.4 times during this period.

16. In 1950-51, there were 537, 918 primary school teachers (453,637 men and 82,281 women). Similarly, the number of middle school teachers was 85,496 (72,609 men and 12,887 women). The corresponding number of primary and middle school teachers in 1979-80 were :

Primary : 1,311,931 (990,684 men and 321,283 women).

Middle : 855,292 (585,086 men and 250,206 women).

The number of primary teachers thus rose by 2.4 times (men by 2.2 times and women by 3.9 times). Similarly, the number of middle school teachers rose by 9.8 times (men by 8 times and women by 19.4 times).

17. Starting with a total enrolment 22.3 million children in classes 1—8 (Primary 19.2 million and middle 3.1 million). The increase in total enrolment has thus been 4.4 times.

18. In 1950-51 the total expenditure on primary and middle schools was Rs. 442 million. In 1981-82, this figure was at Rs. 14984 million i.e., an increase by 34 times.

### **Present position on Basic Measures**

19. Universalisation of elementary education involves three basic elements, namely, universal provision of schooling facilities, universal enrolment and universal retention. Most countries include 'successful completion' also an integral part of universalisation. We have not as yet done that. In fact, we have not even come to accept 'universalisation' as encompassing retention in operational terms.

20. Presently, the norms for provision of primary and middle schooling facilities under the formal system are :

- (i) a primary school within an easy walking distance of 1 Km. from the homes of children; and
- (ii) a middle school within a distance of 3 Kms. from the homes of children.

There has been a very substantial progress in the provision of schooling facilities. According to Fourth All India Educational Survey (1978-79), there were 567,103 primary schools/sections including 93,467 Primary sections in middle, secondary and higher secondary schools; the number of middle schools/sections was 147,250 including 34,846 middle sections in secondary and higher secondary schools.

21. There are 964,664 habitations in the country with varying population slabs, 'below 110' to '5000 and above'. According to the Fourth Educational Survey (1978-79), the provision of primary and middle schools has been as under :—

- (i) Primary schools/sections are available within a distance of one Km. in respect of 773,997 habitations (92.82 % of population).
- (ii) Primary schools/sections are also available within a distance of 1.1 to 2.0 Kms. in respect of another 124,679 habitations.
- (iii) For the remaining 65,988 habitations, primary schools/sections are available at a distance of more than 2 Kms.
- (iv) Middle schools /sections are available at a maximum distance of 3 Kms. in 644,971 habitations (78.83 % of population).
- (v) Middle schools/sections are also available at a maximum distance of 5 Kms. in respect of another 180,051 habitations.
- (vi) For the remaining 139,642 habitations, middle schooling facilities are available at a distance of more than 5 Kms.

22. Attempts under the Sixth Plan have been to provide formal primary and middle schooling facilities in all habitations with viable populations respectively of '300 or more' and '500 or more'.

#### **Universal Enrolment Progress and Prospects**

23. The enrolment figures so far given are based on the 1971 census. The 1981 census (preliminary figures) point to an element of retardation in terms of Sixth Five Year Plan percentage targets. The additional enrolment target of 18 million in classes 1-8, envisaged in the plan, will require to be raised to 26.4 million in order to achieve the targets of 95 % enrolment at the primary stage and 50 % enrolment at the middle stage, according to the age-group population estimations of the 1981 census (preliminary figures). Efforts are, therefore, underway to achieve an additional enrolment of 26.4 million. Fortunately, there are sure indications that an additional enrolment of this order is within the realm of achievement. During the first three years, the total additional enrolment, as per reports from States/UTs, has touched the figure of 10.77 million. It is expected that during the remaining two years of the Plan the additional enrolment in the formal system during the current Plan period would be of the order of 20.51 million, against the Sixth Plan target of 18 million. The progress during 1982-83, that is the first year of implementing of 20-Point Programme is encouraging against the TPP (Twenty Point Programme) target of 4 million additional enrolment during 1982-83, the enrolment has been 4,036 million. Through the alternate supportive system of non-formal part-time education, the Sixth Plan envisaged an additional coverage of 8 million children. However, according to the present indications the total non-formal coverage, in the country is of the order of 6 million children. Taking the additional enrolments through both the systems the total enrolment/coverage would amount to 26 million children of 6-14, which means the enrolment target in percentage (95 at the primary and 50 at the middle stages), even according to 1981 census estimations would be achieved.

24. The estimated 6.14 age-group population in 1984-85, on the basis of the 1971 census estimation is 138.2 million. According to the 1981 census estimation, this figure would be 148.2 million. Thus, even after realising the enrolment targets of the Sixth Five Year Plan the size of non enrolled Children at the end of current Plan period would be about 31.3 million. For realising the goal of universal elementary education in 1989-90, 46.1 million additional children will require to be enrolled during the next five year plan period (1985-90).

### Universal Retention

25. As our experience has shown, enrolment of children is relatively easy. It is their retention in the elementary education system till they complete class 8 that creates difficult problems. As has been pointed out earlier, the progress has not been satisfactory due to the fact that the infrastructure is not adequate in quite a few states. The Sixth Five Year Plan has, therefore, laid emphasis on overcoming infrastructural deficiencies and adoption of comprehensive measures to reduce the dropout rates drastically.

### The Problem of Drop-outs

26. Taking the country as a whole, the drop-out rate at the primary stage has been 63.1% and, at the middle stage 77.1% (in estimating the drop-out rates, at the end of primary and middle stages respectively, the enrolment in class 1 four years earlier and 7 years earlier have been taken as the base).

27. At the primary stage, the drop-out rate in 6 States and Five Union Territories has been somewhat controlled i.e., below 50% as against 63% for the country as a whole :

Tamil Nadu	47.2%
Punjab	45.3%
Haryana	41.6%
Andaman & Nicobar Islands	40.0%
Assam	38.7%
Pondicherry	30.9%
Himachal Pradesh	30.8%
Lakshadweep	21.5%
Chandigarh	20.5%
Delhi	17.4%
Kerala	6.2%

In all the other States/Union Territories the drop-out rate at the end of primary stage has been more than 50%.

28. At the end of the middle stage, the drop-out rate in almost all the States/Union Territories has been more than 50%.

29. The problem of drop-out and wastage has been negating the seemingly satisfactory progress of enrolment. Hence the universalisation programme cannot achieve its objective unless all-out efforts are made to reduce the drop-out rates drastically.

### Other Problems Encountered

30. The phenomenon of high drop-out rates at the elementary stage is due, as indicated earlier, to deficiencies in the system. The more critical problems are socio-economic conditions of the deprived

groups, inadequate physical facilities, a substantial number of single-teacher schools, problem relating to recruitment and continuous training of teachers, irrelevant and uninteresting curriculums, the system of annual promotional examination and other rigidities of the formal system.

### **Backward Group**

31. The hard core of non-enrolled children, especially at the primary stage, belong to weaker, socially disadvantaged and economically deprived sections including scheduled castes and scheduled tribes. A sizeable proportion of such groups has no tradition of learning in their families. Children belonging to such groups remain at a considerable disadvantage even when they are persuaded to join schools.

They are required to earn and support the family income and to do various household jobs while their parents are away at work. Girls of such groups are also required to look after their younger siblings. What is more, social inhibitions out of traditional prejudices in some States and parts of the country do not allow even girls of more than nine years of age to join co-educational schools. Such children cannot and do not join schools; even if they do, they drop-out soon thereafter. Girls constitute 71% of the total non-enrolled children. The proportion of non-enrolled girls are more in the case of scheduled castes and scheduled tribes.

### **Backward States and Areas**

The problem is accentuated by the fact that some major States are backward (backwardness being decided only with reference to the enrolment position). There are nine such States that hold among themselves 80.3% of the total non-enrolled children. The nine educationally backward States are Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan Uttar Pradesh and West Bengal. What is more, in most of the States/UTs., there are backward areas/pockets in which the disadvantaged groups are concentrated. They are invariably low literacy areas.

### **Unsatisfactory School Structures**

33. A sizeable proportion of the primary and middle schools are housed in unsatisfactory structures, comprising kutchcha, tahatched huts, and tents, even open space. According to the Fourth All India Education Survey, out of 474,636 primary schools, 190,357 primary schools (40.11%) and out of 112,404 middle schools, 15,934 middle schools (14.18%) are housed in unsatisfactory structures. The existence of this huge back log of school structures poses a formidable problem in elementary education. This phenomenon is mostly in the rural areas. Such structures cannot have the needed attracting power.

34. Thirty-six percent of the primary schools do not have minimum furniture including mats for the children to sit on. The almost an equal percentage of primary schools do not have blackboards and other minimum equipment required.

### **Single Teacher Schools**

35. The Fourth Survey also revealed that during 1978-79 there were 167,868 single teacher primary schools, constituting 37 per cent of the total. This phenomenon is almost entirely limited to rural and backward areas. The main reason is that the enrolment in a particular school does not justify the appointment of more than one teacher. In habitations with less than 200 population, this phenomenon will be inescapable.

### **Teacher Recruitment and Training**

36. Taking the country as a whole, the availability of trained teachers both at the primary and middle stages is not unsatisfactory. The percentage of trained teachers are 86.27 and 86.67 respectively at the primary and middle stages. There are some regions in which there is a persisting problem related to the availability of qualified teachers. Taking the country as a whole the size of under qualified



teachers respectively at the primary and middle stages are 420,585 teachers(26.3%)and 52,705 teachers (7%). In a majority of the States/Union Territories, only qualified teachers are appointed. This is mainly due to non-availability of properly qualified local teachers. What is more disturbing, inservice training even of the trained teachers cannot be provided mainly because of constraint of resources. Another significant drawback relates to the inadequacy of women teachers. Only 27.37% and 27.76% of the total primary and middle teachers respectively are women.

### Curriculum

37. The formal primary and middle level curricula in almost all the States/UTs, are mostly knowledge-oriented. Such curricula are prepared at the State headquarters by academicians and the textbooks remain the same for the entire State/Union Territory. They are not related to the actual needs and life-situations of children in various diversities according to geographical economic, social and cultural factors. In India's situation, this sort of curricula fail to arouse the interest of children and their parents who do not see any value of education through such curricula.

### Rigidities of Formal Education

38. The formal education system is so rigid in many ways that children belonging to weaker sections find it unsuitable and inconvenient for them to join and attend school. Firstly, school classes are held according to a rigid time table and schedule of school sessions and vacations, applied uniformly to all the schools. The time table and schedule of school session do not take into consideration seasonal, regional variation. This rigidity stands in the way of enrolment and retention at elementary stage. Secondly, as indicated earlier, the curriculum is rigid and based on a set of classwise books. Thirdly, the formal system has only one entry point i.e., class I. In case a child fails to take the entry in class I, the door to education is barred for him. In the formal system a student has to study for five years and three years respectively for attaining proficiency of primary and middle stages. Fourthly, the vertical progress from one class to the next is based on annual promotional examinations.

### Examination System

39. The annual promotional examination as well as periodical examinations leading to it is mostly designed to test the knowledge gained by a child through rote-learning. What is more, the students detained in a particular class on the basis of annual examination stagnate in the same class resulting in drop-outs in many cases. This reliance on a one-time annual examination for purposes of promotion/detention also introduces avoidable problems even on academic considerations. Furthermore, in the past emphasis was laid merely on enrolments and children of all age-groups used to be enrolled in class I. The consequence has been heterogeneous cohorts comprising under-age and over-age children. For such a cohort evaluation, according to set standard and method, becomes unreal.

### Measures Envisaged/Taken

40. There is hardly any aspect of the deficiencies of the elementary education system for overcoming which measures have not been thought of. Comprehensive measures have been envisaged and undertaken to realise the goal of universalisation by 1989-90. These are indicated as follows :

- (i) 'Elementary Education' has been accorded a high priority in 'Education' under the sixth Five Year Plan. 'Elementary Education' has been included in the Minimum Needs Programme (MNP) of the Plan.
- (ii) As the main strategy for covering out of school children, both non-starters and drop-outs, ensuring their retention in the elementary education system, a major change in the policy has been adopted with a new motto: *every child shall continue to learn in the age-group 6-14, on a full-time basis, if possible and on a part-time basis, if necessary.* Following this, a non-formal part-time education system is being developed in a large way as an alternate supportive system to formal schooling. Under this system children who cannot join and attend the formal

schools because of socio-economic reasons are offered elementary education of the same standard at places and timings suited to their needs and convenience. Children of the age-group 9--14 (9--11 for the primary level and 11--14 for the middle level) are offered education in non-formal centres in a graded and condense form. Ordinarily, a student at the primary-level non-formal centre could require two years to complete the primary level course, whereas for completing the middle-level course a student would require three years. About 2-3 hours, study a day is provided in the non-formal centres. Special curricula and teaching-learning materials have been developed keeping the diverse characteristics of a State/area. The major thrust of non-formal education is in the nine educationally backward States for which special Central Assistance is being extended. Arrangements has also been made for enabling the students under the non-formal system to appear at the primary and middle level examinations conducted in a State.

- (iii) Unlike in the past, the rigidity about single-point entry is being progressively done away with and opportunities for multiple-point entry into any class of the elementary stage of the formal schools is being provided. This would enable children of the non-formal system to join formal schools, if they so desire. This substantially reduces the drop out rates, because a child is enable to change his channel of education from full-time to part-time and vice-versa according to his needs convenience.
- (iv) As a significant measure for combating the drop-out problem, it has been suggested to the States to introduce ungraded school system and 'no detention' policy so that every child shall complete one class each year and will be promoted to the next higher grade till he completes class 8. This policy discredits, on academic considerations, undue reliance on a one-time annual examination for purposes of promotion/detention. But, at the same time, it is realised that doing away with examinations altogether would dilute instructional standards. It is, therefore, simultaneously advocated that adequate safeguards by way of periodic assessment and evaluation on a continuing basis should be introduced. This policy has already been introduced in a few States like Andhra Pradesh, Orissa, Rajasthan and Uttar Pradesh, the latter two States having introduced this in the primary stage. Kerala with the adoption of ungraded system in classes 1-3 and minimum detention in the next higher classes has been able to reduce its drop-out rate at the end of primary stage of merely 5%.
- (v) Unsatisfactory primary and middle school structures pose a formidable problem in the programme of universalisation of elementary education. Since the plan resources are too inadequate to take care of this programme, efforts have been made to find alternate sources for financing the cost of constructing primary and middle school buildings which involve the construction of 1.61 million more class rooms. The estimated cost for wiping out the back log is Rs. 19200 million. Efforts are being made to arrange institution financing for school building constructions. Further, construction of school buildings in the rural areas is being taken up as a part also of the national rural employment programme. Some States have started levying a 'cess' specifically for school buildings. Efforts are also being made to secure external, multilateral assistance for this purpose.
- (vi) By way of intensifying and optimising the utilisation of the existing schooling facilities, measures like introducing short-duration instructional hours at the primary stage, double shifts at the elementary stage, recruitment of teachers on the basis of actual attendance and increasing the primary-level teacher-pupil ratio wherever it is less than 1 : 40 and development of surplus teachers in new schools are being adopted.
- (vii) Efforts are being made to cover all the schoolless habitations with viable population of 300 and more and 500 and more, with the provision of primary and middle schools at a maximum distance of 1 Km. and 3 Kms, respectively during the present plan period.

- (viii) Single-teacher schools constitute 37% of the total number of primary schools.

As a measure for reducing the drop-out rates it has been suggested to the State that :

either the single-teacher school should be converted into two-teacher school.

or

an additional teacher as a leave reserve should be provided in a cluster of, say, three-four such schools.

- (ix) Measures are afoot to recruit local teachers for appointment in primary schools from among the communities/groups in an area. Further, efforts are also being made to recruit woman-teachers also from among the local population. It has been the experience that qualified and trained teachers are not often locally available; those from outside are not willing to work in the far flung rural areas. Keeping this in view, local teachers are being preferred for appointment, simultaneously taking such measures as are needed for increasing their educational qualifications and teaching competence. Various measures have been thought of, but not yet put into implementation. Firstly, the Ministry of Education, the Ministry of Social Welfare and Central Social Welfare Board could, as a part of a coordinated plan of action, ensure the recruitment of local ladies as teachers even with less qualifications and provide facilities for raising their educational qualification and simultaneously provide special teacher training facilities. Secondly, the Union Ministry of Education could operate a fully funded scheme under the Central sector to recruit lady-teachers for primary schools in rural areas and maintain them till the target year for achieving the goal of universalisation (1989-90) and provide them special teacher training facilities including sandwich courses, while they are engaged in their job. Thirdly, the Ministries of Social Welfare, Health, Rural Development and Education could develop hostels for working women in bigger villages in a block in a bid to encourage women to accept employment in villages. The State Education Departments may also initiate similar proposals at the State level in consultation with the other Departments concerned. As indicated earlier, taking the country as whole, the position on the availability of trained teachers is not unsatisfactory; but, facilities for inservice training have been inadequate. Various States/Union Territories have been advised to provide inservice training facilities on a much larger scale as an essential programme under the plan. NCERT is helping States/UTs to set up centres of continuing education as a facility for professional growth. Recently we had requested all States/UTs to take further advantage of the facilities offered by RCEs by informing them of their urgent teacher-training requirements.
- (x) The Universalisation programme is target group-oriented. It is for the first time that attempts have been made to quantify the size of non-enrolled children belonging to scheduled castes and scheduled tribes, sex-wise, both at the primary and middle stages and to quantify the inputs from the Central, Centrally sponsored and State sector schemes for tribal sub-plans and also being concentrated in the backward areas of the States/Union Territories including low-literacy blocks/pockets. Such areas/pockets have been and are being indentified for maximisation of efforts. But, all this notwithstanding, tribal sub-plans and scheduled castes special component plans require more attention.
- (xi) In India's situation, incentive programme for children of the deprived and disadvantaged groups and other weaker sections(including scheduled castes and scheduled tribes), constitute a significant strategy for primary education. These programmes are mainly (a) provision of free text books and stationery; (b) provision of free dresses, especially for girls; (c) attendance

scholarships, especially for girls; and (d) mid-day meals. The extent of provision of such incentives is as follows :

(Figures in million)

<i>Programmes</i>	<i>Coverage 1980-85</i>
(a) Free textbooks and stationery	68.73 including 15.38 SC/ST children
(b) Free uniforms	5.4 including 3.6 SC/ST children
(c) Attendance Scholarships	6.0 including 5.02 SC/ST children
(d) M.D.M.	72.63 including 9.91 SC/ST children

It should be pointed out here that attendance scholarships impliedly admit claims of compensation for loss of opportunity cost. The Union Ministry of Education is not in favour of such a claim. It has therefore been suggested that States/Union Territories should encourage the children concerned to avail of non-formal education facilities which provide opportunities for education without interfering with income-generating activities. As regards MDM, it is well known that the Central Government is in favour of expanding the coverage substantially. Unfortunately, the overall resource limitations come in the way of such expansion. It should, therefore, be our endeavour to ensure that even if the coverage is not expanded, it is at least not reduced. It is in this context that reduction of commodity assistance by CARE assumes significance. States/UTs have already been requested to step in to bridge the gap. To enable them to have adequate time for making such arrangements, the Central Government has provided special Central assistance during 1982-83. We trust, all States/UTs concerned are utilising that assistance towards bridging the gap and further that they have taken responsibility from 1983-84 onwards. In this connection it is note worthy that quite a few States have taken steps to extend the coverage of primary age-group children under the mid-day day meals programme as part of their strategy for enrolment and retention. The Tamil Nadu Noon Meal Scheme and Andhra Pradesh Feeding Programme are cases in point.

- (xii) The Sixth Five Year Plan has for the first time recommended the setting up of Early Childhood Education (ECE) centres for 3-6 age-group children of the first generation learning families in rural areas as adjuncts of primary schools. Such ECE centres will not only provide for educational development of pre-school age-group children, but also provide creche facilities to enable girls to attend schools by leaving their younger siblings in the care of such centres. This measure is likely to remove a major cause of drop-outs.
- (xiii) Through experimental and innovative projects, with UNICEF assistance, efforts are being made to decentralise the process of curricula development. This helps to offer context-oriented education which is relevant to the needs, life-situations and environments of children living in diverse areas of the country. A more detailed account of this effort is given later in this paper.
- (xiv) Mobilisation of the community for the programmes for elementary education has been considered an important step. It has been suggested to States/Union Territories to set up school committees for all primary and middle schools particularly in the rural and backward areas. This measure is aimed at achieving the following objectives :
  - (a) Such a participation by the community for the school in villages, urban, slum and even the other areas would help remove parental apathy towards education of their children, especially girls.

- (b) The community will become interested in contributing either in cash or in kind to improve the physical facilities of the schools.
  - (c) The school committees will help ensure regular and proper functioning of the school.
  - (d) The committees will also help in ensuring enrolment of all children in the catchment area of a formal school or a non-formal centre and ensure their regular attendance.
- (xv) It has also been suggested to the States to have greater resource to mass media not only for elementary education but also for teacher training. In the context of INSAT, the Central Government has taken up a big programme in six States for building up capabilities to produce ETV programmes. But, it has to be recognised that radio will continue to remain a potent force in our country for many more years. States/UTs may, therefore, explore possibilities of covering all primary/middle schools with radios so that appropriate Educational Radio Broadcast (ERB) programmes can be thought of. We have expanded the ET Programmes to provide further expanded assistance to all States/UTs to develop limited production capabilities in ETC/ERB. We trust, they will take full advantage of the facilities offered.
- (xvi) Decentralisation of elementary education administration and appointment of an adequate number of supervisory officials down to the block level have been considered an essential measure for the operationalisation, administration, monitoring and evaluation of the various programmes for quantitative expansion and qualitative improvement.
- (xvii) Besides improvement of the quality of education, emphasis is also being laid increasingly on value orientation in education. Apart from conventionally stressed values like truth, beauty, goodness, honesty, etc., particular attention has to be given to inculcation of values like nationalism, secularism, composite culture, pride in heritage, harmony with nature, respect for elders, etc. Knowledge about the freedom struggle has to be highlighted for special attention. We hope States/UTs are taking appropriate action in the matter in pursuance of the deliberations of the last conference of Education Ministers.

Care is taken simultaneously to ensure that textbooks reinforce this effort. Accordingly, all the textbooks in languages and history are being reviewed from the national integration angle. We trust all States/UTs will be in a position to use only the reviewed/revised books from 1983-84. Guidelines are being formulated for prescription/recommendation of textbooks so that such reviews in future are built into the initial scrutiny itself.

- (xviii) In order to create a climate for nationwide involvement in the universalisation programme and to call for concentrated attention to some crucial aspects of elementary education, a nationwide campaign has launched between Teachers' Day (5th September) and Children's Day (14th November), The campaign called for intensive efforts to increase enrolment and retention at the elementary stage. Our Prime Minister gave an inspiring message calling upon the countrymen to actively involve themselves for the achievement of the goal of the universalisation of elementary education. This paved the way for a closer involvement of the States. The activities of the campaign include interviews on TV/Radio, panel discussions, display of statistical charts and pictorial representations and concerted efforts by the Films Division to distribute documentaries relating to elementary education. The guidelines were circulated to States/UTs in August, 1982. We know that almost all States/UTs had launched campaigns. The special efforts were not to cease after November 14. They must continue till end of academic year when the achievements are to be evaluated so that improvements can be made in similar campaigns in future. It will be worthwhile, in this context, to think of appropriate awards/rewards for good work done at panchayat, block, district and State levels. States/UTs may like to give serious consideration to this suggestion.

## SPECIAL SCHEMES

### Non-Formal Education

41. As indicated earlier, non-formal part-time education for elementary age-group children is being developed as an alternate supportive system to formal elementary education. This programme is being undertaken with an extensive coverage in the educationally backward States. The Union Ministry of Education extends special (central) assistance to the educationally backward States for this programme.

42. The Central Sector Sixth Plan outlay for the scheme is Rs. 250 million. The scheme is operated on a 50 : 50 sharing basis between the Centre and the States. The scheme admits of expenditure on items like Special Cell in the State Directorate of Education headed by an officer of sufficiently high rank wholly incharge of the programme, an academic team consisting of one senior consultant and four junior consultants in the State Resources Centre (usually State Council of Educational Research and Training or State Institute of Education), all academic programmes like development of curriculum and teaching-learning materials, training modules for non-formal teachers and other administrative personnel, survey and the like conducted by State Resource Centre, strengthening of the teacher training institutions for monitoring and evaluation and the running of non-formal centres both at primary and middle levels. NCERT is charged with the responsibility of helping and guiding the States in the academic aspects of the non-formal education programmes.

43. Put into operation in the last quarter of 1979-80 the total funds given to the nine educationally backward States till 1982-83 amount to Rs. 108.2 million. The programme has by now gained a good momentum. The number of centres along with their coverage by 1982-83 is as follows:—

	<i>Primary</i>	<i>Middle</i>	<i>Total</i>
Centres	78,738	12,863	91,601
Coverage	1,765,805	184,600	2,102,805

The achievements by the end of the current Five Year Plan period are expected to be:—

Centres	172,180
Coverage	5.3 million

44. As part of the main scheme, grants are also being given to voluntary organisations in the educationally backward States for running non-formal centres on the State pattern and to academic institutions, Government or private, in any State/Union Territory, for innovative and experimental non-formal education programme with replicable potentiality. So far 24 voluntary organisations and one academic institution have been sanctioned grant totalling Rs. 10.62 lakh out of which the grant given during the year amounted to Rs. 9.26 lakh.

45. It may not be out of place to mention here that non-formal education for elementary age-group children has also been undertaken in a significant way by almost all the other States and Union Territories. The total expected coverage under the non-formal system in the entire country by the end of the current plan period is expected to be of the order at least of 6 million.

46. The logic of giving Central assistances to nine States was based on the fact that over 75% of the unenrolled children were there. In view of the fact that a large majority of such children are girls, it will be logical to think of special attention to girls education. Accordingly, the Central Government has mooted a proposal to give special Central assistance to NFE centres organised exclusively for girls in the nine educationally backward States. If this proposal is approved, 100% Central assistance will be available to such centres in future.

### **Paper Assistance for NFE**

47. Another Central sector scheme of significance to non-formal elementary education has been undertaken to extend commodity assistance to all States/UTs in the form of paper required by them for producing textbooks and other literature for their non-formal education programmes in the regional languages. The total plan outlay for this scheme is Rs. 280 million. It has been possible for the Government of India to extend this valuable support to the States/UTs, as a result of cash assistance offered by Sweden for this purpose. According to the Agreement signed between the Government of India and the Government of Sweden on 21st January, 1980, Sweden will give cash assistance to the tune of Rs. 140 million (15 million Swedish Kronors) for the five year period 1979—84, through the Swedish International Development Agency (SIDA). For the first three years of the agreement period 1979—82, a total assistance of 24 million Swedish Kronors (Rs. 47 million) has been received in three annual disbursements. During 1982-83 the assistance is likely to be 21 million Swedish Kronors (Rs. 38 million). According to the Project Description that forms part of the Indo-Swedish Agreement, 20,000 metric tonnes of paper are expected to be procured and distributed among the States according to the size of their requirements. For the first 3 years, 1979—82, the quantity of paper procured is 7,200 metric tonnes. For 1982-83, action is in progress for procuring 5,450 metric tonnes of paper.

### **Early Childhood Education**

48. As indicated earlier, Early Childhood Education (ECE), popularly known as pre-school education, for 3-6 age-group children is being taken up in a significant way during the Sixth Five Year Plan particularly for the children of the first generation learning families. Pre-school education has so far been an urban phenomenon, largely under private auspices. Association of voluntary agencies for running ECE centres in rural areas has been considered necessary. With a Central sector outlay of Rs. 10 million, a scheme of extending assistance to voluntary agencies for running such ECE centres in rural and backward areas has been taken up. The original scheme was open to all States/UT's. It has now been decided to limit its operation in the nine educationally backward States. No grant has yet been sanctioned, but it is expected that decisions on the applications received will be taken soon. It may not be out of place to mention here that the main programme of developing ECE centres in rural and backward areas is in the State sector. Besides, a significant programme of looking after the qualitative aspect of ECE programme relating particularly to training of early childhood educators has also been taken up with UNICEF assistance.

### **UNICEF Aided Programme**

49. UNICEF, has been assisting India in many programmes relating to education of primary agegroup children.

The following projects are in progress at present :

- (i) Primary Education Curriculum Renewal (PECR) (formal),
- (ii) Developmental Activities in Community Education and Participation (DACEP) (non-formal),
- (iii) Comprehensive Access to Primary Education (CAPE) ex (non-formal),
- (iv) Early Childhood Education (ECE) (non-formal),
- (v) Nutrition/Health Education and Environmental Sanitation (NHEES) (formal).

50. Of the above projects, (i), (ii) and (v) are on-going while the other three have been taken up a new. The three projects, PECR, CAPE and NHEES are for making primary school curriculum-relevant to the needs and life situations of children living in diverse areas. One of the main reasons for non-enrolment and drop-outs is the bookish and knowledge oriented curriculum. Such curricula do not arouse the interest of children who are required to earn—and support the earning of the family livelihood. PECR and CAPE are under implementation in almost all the States/UTs of the country, barring one or two UTs.

51. Under PECR, project schools ranging between 30 and 100 have been identified in the representative diverse areas in a State/UT and decentralised curricula related to the needs, life-situations and environments of such children for formal school are being prepared by the academic units in the State Council of Educational Research and Training (SCERT)/State Institute of Education (SIE), under the guidance and active cooperation of the NCERT, the central-level implementing agency. Presently, it is being implemented by all States/UTs except one UT, involving 180 TTIs 2465 primary schools, 1100 teachers and four lakh pupils. Designed to produce decentralised and relevant curricula for as many diversities as exist in a State/UT, curriculum and teaching materials prepared under the project are tried out in the experimental primary schools, refined on the basis of try-out and feedback and taken up for wider infusion in the entire State/UT. The project work also involves socio-economic and educational survey of the area, training of key and project personnel of various levels, development of curriculum plans and books and guides. After successful experimentation, the question of wider infusion has been taken up in a few States/UTs like Maharashtra, Nagaland, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh, Andaman and Nicobar Islands and Mizoram.

52. Under CAPE, through the student-teachers in the TTIs, learning episodes on topics completely drawn from the environment are being prepared, as a compulsory part of teacher training. These episodes are being tried out in non-formal learning centres set up around a TTI. The expectation is that the decentralised learning materials prepared under this programme will not only be useful in the non-formal centres but also go to non-formalise the formal curricula. When fully developed, the learning episodes prepared under CAPE will bring in significant changes in the content and methodology of non-formal education. The progress has not been uniform in all the States/UTs but substantial work has been done. 15 States and four UTs have introduced the training-cum-production mode in their TTIs and try-out of learning episodes. So far about 10,000 draft learning episodes have been developed by the teacher-educators and teacher-trainees. Out of these, 2800 have been screened and selected for further processing and 400 modules processed for publication. 50 learning episodes have already been published in four States, namely, Bihar, Madhya Pradesh, Tamil Nadu and Uttar Pradesh. Besides, 28 sample learning episodes have been published by the CAPE Group, NCERT.

53. NHEES project was tried out in its pilot phase implementation from 1975 in five regional centres located at Ludhiana, Coimbatore, Jabalpur, Calcutta and Baroda. Under the present MPO period, this project has been undertaken for implementation in its experimental phase in 14 States/Union Territories.

54. During the present MPO period, 1981—1983, the total UNICEF assistance for all these projects is expected to be of the Order of 11 million US dollars.

55. These are, perhaps, the most significant innovative projects we have at the primary stage. The efficacy of the concepts involved and the techniques developed are demonstrated to States/UTs through the experimental projects. Thereafter, States/UTs are expected to pick them up for wider adoption in the existing system. Having successfully completed the demonstration, we are now at the stage of persuading States/UTs to go in for the wider adoption. The next year or two will provide a lot of interesting and useful experience in this endeavour.

#### **Points for Consideration**

56. On the one hand, elementary education through the years of planned development has witnessed phenomenal expansion; on the other hand, it is at the most difficult phase in its progress towards achieving the Constitutional goal. And for reaching the Constitutional goal, both in letter and spirit, formidable obstacles have to be overcome to cover the most difficult groups especially in backward States and areas. Fortunately, as the above account would show, there is no ambiguity in policy decisions, there is no dearth of political will and popular support and, by the large, there is ample administrative determination. But unfortunately, they are not available in adequate measure throughout the length and breadth of the country. More particularly, the degree of implementation and the pace of translating policies into practice are not even at the minimum level in quite a few States/UTs. It is, therefore, considered essential



that C.A.B.E. should critically examine the measures that have been suggested and adopted and indicate if there need to be any change in policy direction in any of them and the ways in which the measures can be implemented in a more vigorous and sustained way even within the limitation of resources. A few such points are raised in the following paragraphs for specific consideration.

### **Class pattern and reporting enrolment for Universalisation**

57. Tagging one or two classes of the middle stage to the secondary stage and for that matter tagging class 5 to the middle stage in a way are not conducive to the successful realisation of the Constitutional directive. What is more unfortunate is that two States and one UT unlike a few other States, report their enrolment figures for universalisation according to the class pattern prevalent in the State/UT, even if the pattern of elementary classes cannot be changed in conformity with the national pattern (5+3). The figures of enrolment should be according to 5+3 pattern i.e. enrolment in first five classes as primary stage and the next three classes as the middle stage, wherever a particular class is situated. In the long run, it would be advisable for such States to switch to the national pattern.

### **Age of Entry into Class I**

58. As pointed out earlier, children of age 5 are allowed entry into Class I in 12 States and six UTs. Although it does not constitute a very serious problem in elementary education, this needs to be changed into 6 not only to raise the efficiency of the elementary education system by doing away with heterogeneous class cohorts, but also to ensure realistic gauge of the progress of enrolment. Owing to inadequate statistical and monitoring machinery in the States/UTs the precise quantum of percentage of under-age children is not reported.

### **Constitutional Directive on Free Education**

59. As per Constitutional directive, free education in classes 1-8 in all Government, Government aided and local body schools is available in all States/UTs except in one State namely, U.P. where boys' education in classes 6-8 have yet to be made free. The non-fulfilment of the Constitutional directive of free education at the elementary stage in the State with the highest population in India still remains a major snag. Free education facilities are provided by all States/UTs from within their own non-plan resources.

### **Universal Schooling Facilities**

60. Of the 964,664 habitations in the country, the habitations with 300 or more population are 4,66,707 out of which 24,198 and 41,550 habitations are respectively populated with over 50% SC & ST population. According to the national norm 93.05% of these habitations have been provided with primary schooling facilities within a walking distance of one kilometre from the homes of children. 90.65% and 90.48% of such habitations pre-dominantly inhabited by SC and ST have been similarly provided with primary school within one kilometre.

61. The number of habitations with population below 300 is 4,97,957 of which habitations having 2,00,299 population number 1,31,630.

62. The Sixth Plan is making an attempt to provide primary schooling facilities within one kilometre in respect of the uncovered habitations with 300 or more population. Habitations with less than 300 population are not viable, because the minimum number of children, i.e. 40 per teacher may not be available in such habitations particularly those below 200 population. Primary schooling facilities for such non-viable habitations in sparsely populated areas including hilly and desert areas should therefore, be of a different nature. Formal primary schools in such areas can only be single-teacher schools. Some State Governments run residential Ashram schools in such areas for SC and ST children. As a third variety of primary schooling facilities, C.A.B.E. may guide if non-formal education centres in such areas would be the best solution subject to availability of educated persons to take charge of non-formal centres.

### **Single Teacher Schools**

63. The number of single-teacher schools in the entire country, according to Fourth All India Educational Survey (1978-79) was 1,64,931. According to available information, the number of single-teacher schools during 1982-83 is 1,53,448 a decrease of 11,483. The Education Ministers' Conference held on 22nd June, 1981 recommended that the continuity of teachers in such schools should be ensured either by converting them wherever possible into two-teacher schools or by forming school clusters with provision for leave reserve teachers. That States, within the limitation of resources, are trying to convert one-teacher into two-teacher schools, as per available reports, but the process, it is feared, would take a long time. In view of this, C.A.B.E. may consider if the second measure recommended by the EM's Conference should not be implemented by all States with full vigour. Simultaneously it is necessary to ensure that we do not add to the number of single-teacher schools. This can be done by resorting to establishment of non-formal centres instead of opening single-teacher schools.

### **Women Teachers for Girls' Enrolment**

64. As indicated earlier, girls constitute more than 70% of the non-enrolled children. In spite of measures taken by various States/UTs, enrolment of girls has been lagging behind that of boys even at the primary stage. During the first three years of the current plan, out of a total additional enrolment of 107.71 lakhs boys and girls respectively constitute 61.12 and 46.59 lakhs which means 57% boys and 43% girls. This proportion should ideally be 30% and 70% respectively because non-enrolled girls constitute more than 70% of the total out-of-school children. This is a major bottleneck in the programme of universalisation. One of the measures to increase girl's enrolment and coverage at a considerably faster rate is to appoint lady-teachers in primary schools. Presently, at the primary stage there is one women-teacher against three man-teachers.

C.A.B.E. may consider suggesting to the States for adopting a conscious and firm policy to recruit women teachers for all new appointments including the posts of additional teachers and replacement of teachers retiring, resigning etc. If necessary, locally available women should be recruited even with a little less qualification, say, class eight pass, and arrangements for improving their qualifications and pre-service and in-service training, while on the jobs, should be made. The measures would vary according to the situation in a State.

### **Need for Decentralised Relevant Curricula**

65. One of the identified reasons for children of the weaker sections not being attracted by the formal schools or dropping out soon after joining is the uninteresting solely knowledge-oriented curriculum. Such a curricula have no relevance to the local situations and life needs of children residing in diverse areas in a State/UT according to social, economic, geographical and cultural factors. As indicated earlier, significant innovative and experimental projects for curricular reform, both for formal and non-formal systems, have been taken up in the country with UNICEF assistance. Curricula under one project, EECR, are prepared for as many diversities as exists in a State/UT. Try-outs in the project schools have given encouraging results. Not only enrolment in the project schools has increased, but also the drop-out rate has been considerably reduced. Under C.A.B.E. the learning materials (episodes) being prepared by the teacher-trainees of the TTIs on topics entirely drawn from the environment. They will soon be tried out in the non-formal learning centres around TTIs. This project has also a great promise. C.A.B.E. may consider indicating its views on the efforts to decentralise the process of curriculum development as a distinct measure to increase enrolment and retention.

### **Ungraded School System and no Detention Policy**

66. According to available information, there are three States, namely, Andhra Pradesh, Bihar and Orissa who have already introduced 'No Detention' policy till the end of the elementary stage. In eight States/UTs namely Assam, Gujarat, Haryana, Madhya Pradesh, Maharashtra, Andaman & Nicobar Islands, Goa, Daman & Diu and Pondicherry an ungraded school system has been introduced only

in classes 1—2. In Tamil Nadu and Uttar Pradesh ungraded system covers classes 1—3. In Kerala 'no detention' in class 1 and minimum detention in the other three classes of the primary stage are in vogue. Further 'no detention' policy upto class 4 has been introduced by Rajasthan, upto class 5 in West Bengal, and upto class 6 in Chandigarh. Manipur follows a liberal promotional policy upto class 5. Seven States and UTs namely, J&K, Meghalaya, Nagaland, Punjab, Tripura, Delhi and Mizoram have not accepted this policy. Himachal Pradesh introduced it but it is reported to have given it up due to opposition from teachers. This policy is under consideration in Karnataka and Sikkim. No information is available in another three UTs namely, Arunachal Pradesh, Dadra and Nagar Haveli and Lakshadweep.

The above position would indicate that the country is yet to accept the 'no detention' policy at the elementary stage as a distinct strategy for reducing drop-out rates. As emphasised earlier, academically, undue dependence on a one-time promotional examination is unsound. Continuous periodical evaluation and tests coupled with remedial teaching for the slow-learners and under-achievers would not only further the sure academic progress of the students but also remove one of the potent causes for dropping out. C.A.B.E. may advise if this policy should be uniformly introduced in all States/UTs or if there is any need for change and if so, in what respect.

### **Non-formal Education, the Alternate Supportive System**

67. The development of non-formal education for elementary age-group children as an alternate supportive system to formal schooling has by now been taken up in the country in a big way, as the earlier account would show. The programme particularly relating to the curriculum development for the middle stage requires much attention because the emphasis during the first three years of the plan has mainly been on the primary-level non-formal centres. To begin with, the non-formal system has done away with the rigidities of the formal system so as to enable the out-of-school children join and attend such centres according to their convenience and have primary-level education, simultaneously carrying on with their economic activities. For this purpose, the formal school curriculum has been condensed and the learner is allowed to progress at his own pace. Simultaneously the experimental project of Comprehensive Access to Primary Education (CAPE) is being followed in almost all the States/UTs. Under this the learning episodes (materials) are drawn entirely from the environment based on the predominant activity or feature of an area. The competence for preparing the learning episodes is being given, through this project, to the teacher-trainees of the TTIs for try-out in the non-formal learning centres around the TTI. CAPE when fully developed, will change both the methodology and content of elementary education. C.A.B.E. may like to give the views on the non-formal system which is universalisation of elementary education.

### **Multiple Point Entry**

68. The policy of multiple-point entry into any class of the elementary stage has found more acceptance among the States/UTs. In 14 States/UTs facilities for multiple-point entry either at the primary stage or the entire elementary stage have been provided. In two States, namely, Uttar Pradesh and West Bengal the multiple-point entry is provided only to the products of the non-formal system. Seven States/UTs have not accepted this policy. The question is under consideration in one State and one U.T. Himachal and Chandigarh also provide multiple-point entry for the drop-out, on the basis of terminal examination. No information is available in respect of four UTs. The policy, as it is being followed in a majority of the States/UTs, is not, however, wholly satisfactory. Provision for multiple-point entry should be available at any class of the elementary stage, if necessary, on the basis of some entrance tests. Merely providing it at the primary stage or on the basis of terminal examination may not be adequate. The non-formal system, when fully developed at both the primary and middle levels, would also attract, under some circumstances, products of the formal schools and there would be no difficulty to their acceptance in the non-formal system. C.A.B.E. may like to advise on this important measure.

### **Deficiencies in Physical Facilities**

69. The enormity of the deficiencies in physical facilities, particularly durable school structures for primary and middle schools, have been described earlier. Efforts for mobilising Institutional finan-

cing from within the country and external assistance have not produced any tangible results. It is high time that all-out efforts should be made to give some sort of durable structures to the unsatisfactory primary school buildings. These structures may not be entirely pucca. Perhaps a time has come when a self-help movement should be launched. It should not be difficult for the State Governments to levy a cess for school buildings, as has been done by Madhya Pradesh. If not anything else, this will exhibit the earnestness of the State Governments to mobilise whatever resources it can through a modest cess. Secondly, recourse to the facilities under the National Rural Employment Programme (NREP) may also be taken on a large scale by each State/UT. Thirdly, if there is a political back-up, the more well-to-do parents with income above 4000—5000 per annum can be made to contribute at a sliding rate according to income, of say, 50 paise to Rs. 2 per month for about nine months a year. The poorer sections of the people can be persuaded to contribute their labour, if not anything else. Simultaneously, efforts for mobilising institutional financing and external assistance may continue. CABE may like to express its views on this issue.

### **Elementary Education—A National Cause for People's Movement**

70. One of the most effective non-monetary measures in the programme of Universalisation would be to mobilise the community in the catchment area of a school. It has been reported that in almost all the States there are some sort of school committees. What is needed is that the committee should give representation to all groups and sections in the catchment area. Through this committee, the following main objectives can be served :—

- (i) Removing parental apathy towards the education of children, especially girls.
- (ii) Mobilising community contribution for physical requirements of the school.
- (iii) Ensuring enrolment on Universal basis of all the school age-group children in the area, either in the formal school or in a non-formal centre and ensuring their regular attendance.
- (iv) Have an alert check over the functioning of the school and ensuring teacher attendance.

## ANNEXURE I

## ENROLMENT AT THE ELEMENTARY STAGE (CLASSES 1-8)

*(Figures in Millions)*

Based year of the successive plan periods	Age-group 6-11 Classes 1-5		Age-group 11-14 Classes 6-8		Age-group 6-14 Classes 1-8	
	Total	Girls	Total	Girls	Total	Girls
1	2	3	4	5	6	7
1950-51 . . . . .	19.15	5.09	3.12	0.53	22.27	5.62
(1st plan) . . . . .	(42.6)	(24.6)	(12.7)	(4.5)	(32.4)	(17.4)
1955-56 . . . . .	25.17	7.64	4.29	0.87	29.46	8.51
(2nd plan) . . . . .	(52.9)	(32.4)	(16.5)	(6.6)	(42.5)	(22.5)
1960-61 . . . . .	34.99	11.40	6.70	1.63	41.69	13.03
(3rd plan) . . . . .	(62.4)	(41.4)	(22.5)	(11.3)	(48.7)	(30.9)
1968-69 . . . . .	54.37	20.21	12.54	8.55	66.91	23.76
(4th plan) . . . . .	(78.1)	(59.6)	(33.5)	(19.4)	(82.5)	(45.5)
1973-74 . . . . .	61.25	23.11	13.95	4.30	75.20	27.41
(5th plan) . . . . .	(77.0)	(59.9)	(32.8)	(21.0)	(61.6)	(46.4)
1979-80 . . . . .	70.94	27.18	19.48	6.53	90.42	33.71
(6th plan) . . . . .	(83.6)	(65.9)	(40.2)	(28.7)	(67.2)	(52.0)
1984-85 . . . . .	82.63	34.18	25.64	9.21	108.47	43.39
(Sixth Five Year Plan Targets)	(95.2)	(81.5)	(50.3)	(36.8)	(78.8)	(64.8)

- N.B. :—
1. Figures within brackets represent the enrolment ratios.
  2. The 1984-85 targets are on the basis of population projections related to 1971 census.
  3. Upto 1968-69 enrolment ratios are on the basis of population projections related to 1961 census.

## ANNEXURE II

## Subject : ENROLMENT IN CLASSES 1 - 5 IN 1979-80

Sl. No.	States/UTs	Enrolment (in 000's)			Enrolment as %age of 6-11 age-group		
		Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8
<b>A. States</b>							
1.	Andhra Pradesh	3057	2125	5182	93.8	67.7	81.0
2.	Assam	1013	718	1731	90.0	67.1	78.8
3.	Bihar	4632	1980	6612	104.2	47.4	76.7
4.	Gujarat	2480	1658	4138	118.7	84.6	102.2
5.	Haryana	783	381	1164	91.0	48.8	71.0
6.	Himachal Pradesh	298	214	512	126.8	85.6	105.6
7.	Jammu & Kashmir	333	185	518	93.3	51.7	72.4
8.	Karnataka	2076	1612	3688	89.1	73.3	81.4
9.	Kerala	1664	1564	3228	103.4	102.2	102.8
10.	Madhya Pradesh	3234	1528	4763	84.9	43.2	64.8
11.	Maharashtra	4687	3502	8189	124.4	97.5	111.4
12.	Manipur	85	66	151	97.7	73.3	85.3
13.	Meghalaya	99	96	195	120.7	115.7	118.2
14.	Nagaland	55	46	101	137.5	117.9	127.8
15.	Orissa	1622	1058	2680	96.5	66.9	82.2
16.	Punjab	1157	963	2120	118.1	107.6	113.0
17.	Rajasthan	2059	663	2722	88.0	30.4	60.2
18.	Sikkim	24	16	40	150.0	100.0	125.0
19.	Tamil Nadu	3428	2800	6228	121.1	103.3	112.2
20.	Tripura	126	91	217	94.7	66.9	80.7
21.	Uttar Pradesh	6372	2945	9317	91.0	45.1	68.9
22.	West Bengal	3903	2496	6399	104.4	69.7	87.4
Total States		43187	26708	69895	100.2	65.6	83.4
<b>B. Union Territories</b>							
23.	A & N Island	14	12	26	140.0	120.0	130.0
24.	Arunachal Pradesh	37	18	55	102.8	51.4	77.5
25.	Chandigarh	23	17	40	95.8	73.9	85.1
26.	Dadra & Nagar Haveli	10	6	16	166.6	100.0	133.3
27.	Delhi	346	298	644	104.8	91.7	98.3
28.	Goa, Daman & Diu	67	58	125	104.7	90.6	97.7
29.	Lakshadweep	4	3	7	154.6	128.6	141.9
30.	Mizoram	34	31	65	90.0	89.9	90.0
31.	Pondicherry	41	35	76	120.6	100.0	110.1
Total UTs		576	478	1054	108.5	91.2	99.2
Total (States & UTs)		43763	27186	70949	100.2	65.9	83.6

## ANNEXURE II

## Subject : ENROLMENT IN CLASSES 6-8 IN 1979-80

S. No.	States/UTs	Enrolment (in '000)			Enrolment as %age of 11-14 age-group		
		Boys	Girls	Total	Boys	Girls	Total
1	2	3	4	5	6	7	8
<b>A. States</b>							
1.	Andhra Pradesh	537	275	812	27.8	14.8	21.4
2.	Assam	368	240	608	48.6	32.7	40.7
3.	Bihar	1019	321	1340	41.0	13.3	27.8
4.	Gujarat	699	403	1102	57.9	35.4	46.9
5.	Haryana	320	110	430	62.7	24.4	44.8
6.	Himachal Pradesh	122	54	176	87.8	37.8	62.4
7.	Jammu & Kashmir	113	54	167	57.0	27.4	42.2
8.	Karnataka	731	441	1172	55.2	34.7	45.2
9.	Kerala	839	752	1591	91.8	85.3	88.6
10.	Madhya Pradesh	937	299	1236	45.0	15.5	30.8
11.	Maharashtra	1316	727	2043	58.8	23.7	46.5
12.	Manipur	21	12	33	44.7	23.1	33.3
13.	Meghalaya	19	17	36	44.2	36.9	40.4
14.	Nagaland	23	18	41	100.0	78.3	89.1
15.	Orissa	371	172	543	39.0	18.9	29.2
16.	Punjab	407	254	661	68.4	48.4	59.0
17.	Rajasthan	579	135	714	44.5	11.4	28.7
18.	Sikkim	4	2	6	44.4	22.2	33.3
19.	Tamil Nadu	1100	667	1767	64.9	41.2	53.3
20.	Tripura	32	32	64	45.1	39.0	41.8
21.	West Bengal	1010	674	1684	49.4	33.8	41.7
22.	Uttar Pradesh	2120	672	2792	53.3	18.7	36.8
Total States		12687	6331	19018	51.5	27.2	39.7

1	2	3	4	5	6	7	8
<b>B. Union Territories</b>							
23.	A & N Islands	5	3	8	90.9	51.7	70.8
24.	Arunachal Pradesh	6	2	8	35.3	11.8	23.5
25.	Chandigarh	11	8	19	73.3	61.5	67.8
26.	Dadra & Nagar Haveli	2	0.6	2.6	40.0	17.1	27.7
27.	Delhi	175	128	303	90.7	67.4	79.1
28.	Goa, Daman & Diu	38	29	67	97.4	70.7	83.
29.	Lakshadweep	1.5	0.9	2.4	125.0	75.0	100.0
30.	Mizoram	13	17	30	76.4	61.1	68.5
31.	Pondicherry	18	14	32	90.0	66.7	78.0
	Total UTs	269	203	472	82.2	63.5	74.9
	Total (States & UTs)	12956	6534	19490	52.0	27.7	40.2

The break up between boys and girls estimates.



## ANNEXURE III

## PLAN WISE OUTLAY FOR ELEMENTARY EDUCATION

*(Rs. in millions)*

	Outlay		
	Total Education	Elementary Education	Percentage of Column 3 to 2
1	2	3	4
1st Plan (1951-56) . . . . .	1690	930	55.0
2nd Plan (1956-61) . . . . .	2770	880	31.8
3rd Plan (1961-66) . . . . .	5600	2020	36.1
4th Plan (1969-74) . . . . .	8220	2350	28.6
5th Plan (1974-78) . . . . .	12850	4100	31.9
6th Plan (1980-85) . . . . .	25240	9050	35.9

**(b) ERADICATION OF ADULT ILLITERACY**

Adult Education as part of Elementary Education was included in the Minimum Needs Programme in the 6th Year Plan while no targets were laid down for 1980-85, the 6th Plan document indicated that target will be 100 per cent coverage of the age-group 15-35 years by 1990. An outlay of Rs. 128 crores has been provided for Adult Education in the 6th Plan (Rs. 60 crores from the Centres and Rs. 68 crore from the States). The actual plan expenditure for 1980-81 and 1981-82 and the plan outlay for 1982-83 are as follows :

1980-81	. . . . .	15.91 crores
1981-82	. . . . .	21.09 crores
1982-83	. . . . .	Outlay 26.71 crores

Eradiation of adult illiteracy with the help of students and voluntary agencies is an important element of the New TPP. Nearly 11.55 crores of adults in the age-group 15-35 will have to be covered by literacy programmes by 1990. Out of this number, 55 lakhs were covered during 1980-81 and 1981-82 and the remaining 11 crores of adults will have to be covered in the 8 years commencing from the current year.

**Physical Targets**

During the first two years of the Sixth Plan (1980-81 and 1981-82), a total coverage of 56,89,724 (30,99,000 during 1980-81 and 25,90,724 during 1981-82) adult illiterates in the age-group of 15-35 was achieved. For the year 1982-83, against a target of 55.85 lakhs fixed by the Planning Commission, it is expected that a target of covering nearly 45 lakhs of adult illiterates in the age group of 15-35 was achieved. For the year 1982-83, against a target of 55.85 lakhs fixed by the Planning Commission, it is expected that a target of covering nearly 45 lakhs of adult illiterates will be achieved. The shortfall is primarily due to the fact that 3 States namely, Gujarat, Kerala and West Bengal had intimated that the targets fixed for them for 1982-83 were much higher than their capacity to achieve.

The reports received from the States indicate that as on 31-12-82, the coverage was nearly 40 lakhs.

**Rural Functional Literacy Projects**

Although the implementation of the programme rests largely with the States, the Centre plays a crucial role in a number of respects. The Centre provides full financial assistance for the 316 Rural Functional Literacy Projects (RFLP), spread across the various States and UTs. A table indicating the distribution of these projects among the various States is enclosed. These projects can cover at an optimum level 26.83 lakhs of adults. The projects are mainly located in districts with a literacy rate below the national average of 36.17%. During the current year, it is estimated that the Centre will be giving assistance to the States and UTs of the order of Rs. 15.59 crores.

**State Adult Education Projects**

Besides, the States have their own State Adult Education Projects (SAEPs). These projects can cover, at an optimum level 15.58 lakhs of adults. Unfortunately, a number of States have not given adequate priority to Adult Education and have not matched what the Government of India spends in the respective States. A comparison of the number of centres under RFLP & SAEP, Statewise, will make this clear.

**Voluntary Organisations**

During the current year, the Centre has also released Rs. 75 lakhs of assistance for voluntary agencies which will be conducting Adult Education Centres and for State Resource Centres (SRCs) which will be involved in training, preparation of literacy materials, research and evaluation.

### **Universities/Colleges**

Currently, 68 Universities and 705 Colleges are involved in student run Adult Education Centres. The expenditure on this account is met from the budget of the University Grants Commission (UGC). The number of Centres so run is nearly 9,000 and the number of learners covered is 2.5 lakhs. It is estimated that if we succeed in overcoming the difficulties faced by students in running the programme and in instilling enthusiasm in a larger number of students, the coverage can be doubled in the current year and expanded further in the years to come. Efforts are being made in this direction.

### **Directorate of Adult Education**

The Centre has another crucial role to play. The Central Directorate of Adult Education functions as a National Resource Centre, intimately involved in training activities, curriculum development, preparation of the materials, evaluation, use of the media and guidance and counselling as needed. Over the years, the Directorate has developed considerable expertise in these areas.

Besides the above, the Ministry keeps in close touch with the States through the Area Officers who are senior officials of the Ministry entrusted with specific States or Union Territories for the purpose of close monitoring through systematic visits and discussions. These officers visit some Adult Education Centres while these are functioning to get a feel of the field situation and also have detailed discussions with various levels of officials in the States.

Apart from the programmes of the Ministry of Education & Culture, some amount of adult literacy work is also carried on through a programme known as Functioning Literacy for Adult Women (FLAW) which is a component of the Integrated Child Development Services (ICDS) of the Ministry of Social Welfare. 200 of these projects are currently functioning and another 100 sanctioned last year, are expected to become operational during this year. These projects can cover 1.74 lakhs of women for adult literacy purposes.

Some of the major difficulties that are met with in the running of Adult Education Centres are as follows :

- (i) Inadequacy of instructors, especially women and those belonging to Scheduled Castes and Scheduled Tribes.
- (ii) Insufficient facilities in backward areas in regard to accommodation, lighting, etc.
- (iii) Difficulties of adult learners in attending the literacy classes regularly, on account of having to migrate in search of employment.

### ITEM NO. 3. WOMEN'S EDUCATION

According to the 1981 Census, the literacy level in the country is 36.17 percent and that of women is 24.88 per cent. During the years 1961-81, the number of literate women has risen from 275.79 lakhs to more than 791.54 lakhs, mainly as the result of expansion of schooling facilities in the country. However the total number of illiterates, both men and women, has also increased over the years. The 1981 Census report mentions that nearly half of the men of the country are illiterate and nearly 3/4th of the women are illiterate.

2. Girls of the age-group 6-14 constitute 77.1 % of the total non-enrolled children. The constitutional goal of achieving free and compulsory education until they complete the age of 14 years as enshrined in article 45 shall, therefore, have to reckon with this problem of huge magnitude. In spite of efforts made by the State/U.T.s in enrolling more and more girls, the situation remains considerably acute. It is the confirmed view of all concerned that in case some effective programmes are not undertaken on a fairly large scale the problem will persist even during the next plan (7th Plan period) resulting in non-realization of this goal.

3. According to the Sixth Five Year Plan (1980-85), reinforced by the new Twenty Programme, the target for realizing universal elementary education for all children in the age-group 6-14 is 1989-90 Targets prescribed are 95 % enrolment in primary schools and 50 % enrolment in middle schools by 1984-85 and 100 % in both by 1989-1990.

4. The VI Plan (1980-85) targets of additional enrolment in Classes I-VIII through formal schooling are 180 lakhs of children (of the age-group 6-14), 117 lakhs at the primary (I-V Classes) stage and 63 lakhs at the middle (VI-VIII Classes) stage. The break-up between boys and girls of the targetted additional enrolment is indicated below: —

(Figures in lakhs)

Stage	Boys	Girls	Total
Primary	47.00	70.00	117.00
Middle	36.50	26.50	63.00
Total :	83.50	96.50	180.00

The expected coverage through non-formal system during the current plan period is 60 lakhs.

5. Enrolment of girls has been lagging far behind that of boys since the beginning of the planned development of the country. The statement placed as Annexure-I will substantiate this position. In 1950-51, against 42.6 % of the total enrolment, the girls enrolment constituted at the primary stage only 24.6%. In the base year (1979-80) of the current Plan, girls enrolment at the primary stage has risen to 65.9%. Enrolment of girls at the middle stage has increased from 4.5 % in 1950-51 to 27.7 % in 1979-80. This is a problem which has been persisting and shall persist even at the end of the current plan period. The problem of reaching the goal of 100 % girls enrolment will require to be tackled during the next plan period. The proportion of non-enrolled girls among the S.C./S.T. is higher than all children.

6. Apart from socioeconomic reasons for girls lagging behind boys, one of the most formidable problems relate to paucity of women teachers. In 1978-79, according to the Fourth All India Educational

Survey, out of 15,19,182 teachers, female teachers were only 4,37,696 (27.37%). In the 9 educationally backward States viz. Andhra Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal, which hold among themselves more than 80% of the total non-enrolled children, the total number of primary teachers is 9,50,491 out of which 1,81,223 are women teachers (19% of the total). Thus, it is also imperative in the interests of the universalization programme that the proportion of men and women teachers should at least be equal, if not the present position is completely reversed i.e. the proportion of women teachers should far exceed the men teachers at the primary stage.

7. Though education is basically the responsibility of the State Governments, who have certain incentive programmes like provision of free dress, especially for girls and attendance scholarships, especially for girls, the Government of India has special role in regard to women who constitute the weaker sections in the society. Women's education featuring under the 20-point programme devolves a special responsibility on the Ministry of Education.

8. Ministry of Education operates two Centrally sponsored programmes of adult education and non-formal education for Elementary age-group children. Presently, these two schemes are not operated exclusively for women/girls, though special priority has been accorded for encouraging women's girls' enrolment in these programmes. Considering the large numbers involved, it would be necessary to give proper impetus to the stupendous task ahead, with the Ministry taking up certain direct programmes of action besides assisting the State Governments in their efforts. Against this background, the following schemes have been formulated to supplement the existing on-going programmes:--

*(i) UNICEF-assisted scheme of adult education for women*

In the National Adult Education Programmes, special emphasis has been laid on women education to enable their active participation in the developmental programmes. All the same the participation of women in these programmes is not large enough to the extent desired. To encourage a larger coverage of women, the new scheme aims at introducing in the adult education programme, a substantial component of maternity and child care, which would be of special interest to women. The details of the scheme are given in the note enclosed as *Annexure-II*. The scheme is proposed to be operated within the framework of the adult education programme. Nearly, 24,000 centres are proposed to be appended on an experimental basis to the women adult education centres under this project.

For the operation of this programme for the period of 2 years—1982-83, UNICEF-assistance of the order of Rs. 71.00 lakhs has been made available. The bulk of the assistance will be received in cash for disbursement to the State Governments for providing necessary material for the child-care centres attached to the women adult education centres, whereas a small amount will be received in the shape of materials.

*(ii) Non-formal education centres exclusively for girls*

In the Centrally-sponsored scheme of N.F.E. in the the 9 educationally backward States, the funding arrangements provided for 50 : 50 sharing basis. Because of this, quite a few of these State Governments have been finding it difficult to provide matching sharing, due to lack of resources, to lift the Central assistance required for the targetted yearly coverage under N.F.E. In view of the fact that girls constitute 71% of the non-enrolled children, a multipronged strategy with sufficient central support is needed for increasing their enrolment. One of the measures envisaged is non-formal education centres exclusively for girls, staffed preferably by women teachers, with the provision of a local craft activity (SUPW) and provision of 100% central assistance for such centres. A write-up on the formulated scheme is enclosed as *Annexure-III*. This is under reference to the Planning Commission.

*(iii) Appointment of lady-teachers*

One of the major drawbacks in securing girls enrolment in the formal and non-formal schools is the absence of lady-teachers, particularly in rural areas. To overcome this difficulty, the only alternative happens to be to impart training to educationally qualified girls of the locality where the demand for teachers exists. In the nine educationally backward States, the percentage of lady teachers at primary stage is as low as 19 *vide* details given in *Annexure-IV*. Accordingly, to start with, a scheme of Central support for recruitment and training of lady teachers for primary schools in the educationally backward States, has been drawn up. An outline of that scheme is enclosed at *Annexure-V*. Emphasis in this scheme is on determination of the training programmes with reference to the situations in the State and development of special courses and sandwich courses.

*(iv) Construction of Girls' Hostels/residential staff quarters*

9. The Schemes at (i), (ii), (iii), above, provide strategy for increasing girls enrolment both for formal and non-formal systems. But, for ensuring the efficacy of the strategy of this scheme, provision of working women's hostel in the rural areas is essential. For the basic services in the rural areas under Health, Social Welfare and Education Sectors (Points Nos. 13, 14, 15 and 16 of the 20-Point Programme), a number of women functionaries are being provided in the rural areas. Moreover, there is great need for linkages between the three sectors at the grass root level. NFI for children, ICDS for pre-school age-group children and mothers, adult education for mothers, bearing on child welfare and health care facilities for children, school health programme and basic health services are mutually reinforcing for the betterment of the rural life. It would indeed be a great advantage if working women's hostels for all the women functionaries in the rural areas are set up in big villages of a block. Such hostels will not only remove a real bottleneck but also go to realize inter-sectoral linkages of these basic services in practices. The Ministry of Social Welfare, being the noddle Ministry for services for children and mothers, in all aspects of health care, immunisation, nutrition and health education care, and welfare of pre-school children etc. it is proposed that they should lead action in regard to this essential step. As a scheme for the construction of hostels for working women is under operation of that Ministry, they have been moved to take up this matter also.

10. Ministry of Home Affairs also provide funds for construction of hostels for S.C. and S.T. students. Education Ministry used to operate a scheme of loan for construction of hostels and colleges. It is proposed to revive the scheme as the absence of hostel/residential facilities for the students and staff is a major cause of discontentment and poses a serious impediment in the progress of women's education.

11. Not all the schemes mentioned above are new but are more or less an extension of the existing schemes with special emphasis on women's education. In view of the urgency of the matter, some assistance in regard to funding arrangements have also been secured from foreign bodies, though for a limited period. Therefore, it would be necessary to adopt these schemes as regular schemes and provide for adequate funds for the period 1984-90 to reach the goals of the 20-Point Programme. In the current Plan, the additional requirements under the Plan Sector are estimated to be of the order of Rs. 39.00 crores, Rs. 15.69 crores for 1983-84 and Rs. 23.38 crores for 1984-85.

12. Girls' education being the major weakness in the educational system as obtaining at present, it would require combined efforts of both the Centre and the State to tackle the issue.

13. The CABE may like to consider this matter further and recommend other measures for accelerating the spread of education among girls and women with a view to achieve the Constitutional goal of universalisation of elementary education by the end of the 7th Five Year Plan, i.e. 1989-90.

**ENROLMENT AT THE ELEMENTARY STAGE (CLASSES I-VIII)  
1950-80 AND TARGETS 1980-85**

Year	Age-group 6-11/ Classes I-V		Age-group 11-14/ Classes VI-VIII		Age-group 6-14 Classes I-VIII	
	Total	Girls	Total	Girls	Total	Girls
1	2	3	4	5	6	7
1950-51	191.55	50.85	31.20	5.34	222.75	59.15
(1st Plan)	(42.6)	(24.6)	(12.7)	(4.5)	(32.4)	(17.4)
1955-56	251.67	76.39	42.93	8.67	294.60	85.0
(2nd plan)	(52.9)	(32.4)	(16.5)	(6.6)	(42.5)	(22.5)
1960-61	349.94	114.01	67.04	16.30	416.98	130.31
(3rd Plan)	(62.4)	(41.4)	(22.5)	(11.3)	(48.7)	(30.96)
1968-69	543.68	202.11	125.36	35.47	669.04	237.58
(4th Plan)	(78.1)	(59.6)	(33.5)	(19.4)	(82.5)	(45.5)
1973-74	612.55	231.09	139.50	42.97	752.05	274.06
(5th Plan)	(77.0)	(59.9)	(32.8)	(21.0)	(61.6)	(46.5)
1979-80	709.43	271.81	194.83	65.28	904.26	237.09
(6th Plan)	(83.6)	(65.9)	(40.2)	(27.7)	(67.2)	(52.0)
1984-85	826.33	341.76	258.35	92.10	1084.686	433.86
(6th Plan targets)	(95.2)	(81.5)	(50.3)	(36.8)	(78.8)	(64.8)

N.B. : 1. Figures within brackets represent the enrolment ratio.

2. The 1984-85 targets are on the basis of population projections related to 1971 census.

3. Upto 1968-69 enrolment ratios are on the basis of population projections on the basis of 1981 census.

## ADULT EDUCATION

## UNICEF ASSISTANCE TO ADULT EDUCATION PROGRAMME FOR WOMEN

The Adult Education Programme has been launched in India which aims at extension of educational facilities to the entire illiterate population in 15-35 age-group by 1990. Special emphasis has been laid in the programme on women's education to enable their active participation in developmental programmes, family planning and promotion of welfare of children. From the quantitative point of view women's education poses stupendous problem. According to the 1981 Census, the literacy position of women (excluding 0—4 group) is 28.50% only.

2. The main reasons for the slow increase in the percentage of literacy among women are the limited success in the spread of elementary education in girls, attitude in the community against women's education, early marriage, women's preoccupation with household core and ill-health due to the frequent pregnancies and malnutrition. Yet another important problem is non-availability of women's instructors particularly in the interior rural areas.

3. The UNICEF Project in question aims at introducing a substantial component of maternity and child care in the current programme of adult education, involvement of women in developmental programmes, i.e., family planning, integrated child development, primary health care, conservation of the environment etc.

4. The specific objectives of the UNICEF Project are as under—

- (i) To develop an integrated literacy and post-literacy programme with a component of mother and child-care,
- (ii) to develop appropriate methods and materials for orientation and training of functionaries who will operate the programme of adult education with a component of mother and child care.
- (iii) to prepare and produce packages of materials on mother and child-care to be used in adult education classes of both men and women in all regional languages,
- (iv) to create a resource base for (iii) above,
- (v) to develop short courses and teaching materials on various aspects such as nutrition, child health, sanitation, care in sickness, etc.,
- (vi) to provide child-care facilities in 24,000 centres during 1982 to 1983,
- (vii) to conduct a study of the feasibility and effectiveness providing facilities of child-care for the women learners during their participation in adult education centres.,
- (viii) to plan for regular monitoring and evaluation of mother and child-care component of adult education programme.

5. UNICEF assistance is visualized primarily to strengthen the existing programmes of adult education with component at mother and child-care centres, production of special teaching/learning



materials on various aspects of mother and child-care, strengthening training programmes in order to provide workers with skills to work among women and conduct learning/teaching Sessions. The Adult Education Programme for women on the whole will be evolved within the general framework of the main objectives, the infrastructure and the financial pattern and the monitoring and evaluation procedures adopted for the general education programme in the country. Nearly 24,000 centres are proposed to be attended on experimental basis to the Women's Adult Education Centres under this project.

6. The programme is for a period of 2 years i.e. for 1982 and 1983. The UNICEF assistance would be in the order of 7.72 lakhs dollars, i.e. nearly Rs. 171.00 lakhs. The bifurcation of this allotment of the year 1982-83 for different purposes under the Project is as follows:—

I. Supply Items	1982	1983
(i) Equipment audio-visual aids for strengthening N.R.C. and S.R. Cs.	75,000	15,000
(ii) Equipment and clay material for childcare centres	1,50,000	1,00,000
(iii) Ocean Freight	6,000	3,000
<b>Total (I) :</b>	<b>2,31,000</b>	<b>1,18,000</b>
	1982	1983
II. <i>Non-Supply activities</i>		
(i) Workshop, Seminars for development, printing of teaching and training materials	75,000	2,50,000
(ii) Training for Trainees and functionaries	15,000	50,000
(iii) Research study and evaluations	3,000	30,000
<b>Total—(II) :</b>	<b>93,000</b>	<b>3,30,000</b>
<b>Total—(I) &amp; (II) :</b>	<b>3,24,000</b>	<b>4,48,000</b>
<b>Grand Total—7,72,000 (Nearly Rs. 71.00 lakhs)</b>		

**NON-FORMAL ELEMENTARY EDUCATION CENTRES  
EXCLUSIVELY FOR GIRLS**

Girls of the age-group 6-14 constitute 77.1% of the total non-enrolled children. The constitutional goal in Article 45 of universal elementary education shall have to reckon with this problem of huge magnitude. In spite of efforts made by the States and Union Territories in enrolling more and more girls, the situation remains considerably acute. It is the confirmed view of all concerned that in case some effective programme is not undertaken on a fairly large scale the problem will persist even during the next Plan period resulting in non-realization of the goal.

2. The problem is mos. acute in the nine educationally backward States which hold among themselves more than 80% of the total non-enrolled children. It is also a fact that the gaps between enrolments of boys and girls are more in the case of S.C. and S.T. children. The Sixth Plan target for the additional enrolment through formal system is 180 lakhs—117 lakhs at the primary stage and 63 lakhs at the middle stage. Of this, the Boys' and Girls' additional enrolment is as below :

(in lakhs)			
Stage	Boys	Girls	Total
Primary	47.00	70.00	117.00
Middle	36.50	26.50	63.00
Total :	83.50	96.50	180.00

The above would show that whereas the boys' additional enrolment would be 83.5 lakhs in total, girls' additional enrolment would be 96.5 lakhs in total. The gaps between boys' and girls' enrolment during the base year (1979-80) and at the end of the Plan period (1984-85) would be as below :

Year	State	Gap between boys and girls enrolment in percentage
1979-80	Primary	34.3
1979-80	Middle	24.3
1984-85	Primary	26.6
1984-85	Middle	26.3

The above would show that the gap between boys' and girls' enrolment will be decreased during the current Plan from 34.3% in 1979-80 to 26.6 in 1984-85 at the primary stage whereas the gap will widen a little more at the middle stage from 24.3% in 1979-80 to 26.3% in 1984-85. Not much is however, expected in the matter of increase in girls' enrolment through the formal system.

3. In addition to the additional enrolment of 180 lakhs to formal system, the expected coverage through non-formal system during the current Plan period is 60 lakhs. Taking formal and non-formal

systems together, the additional enrolment would be 240 lakhs. In order to reach the same percentage enrolment of 95 and 50 respectively at the primary and middle stages, according to 1981 census estimations, the additional enrolment should be of the order of 264 lakh thus, 24 lakhs would remain uncovered if 1981 census estimations are taken into consideration. A substantial portion of this 24 lakhs of additional enrolment can be covered by a special scheme of non-formal centres exclusively for girls.

4. For non-formal education for elementary age-group children in the nine educationally backward States there is a Centrally sponsored scheme with Rs. 25.00 crores for Central Sector outlay. Operated on 50 : 50 sharing basis, the total expected non-formal coverage in the nine educationally backward States during the current plan is 53 lakhs. According to the reports available girls constitute about one-fourth of the total coverage under non-formal education in these States. Hence the need for a Central Sector Scheme of 100% Central assistance for non-formal centres exclusively for girls both at the primary and middle stages. The scheme is being finalized on the basis of discussions already held with the Planning Commission. Under the proposed scheme, the girls' centre should be staffed preferably by a woman teacher. Besides, it is proposed to give some craft activity to such a centre for increasing its power of attraction. For this purpose a part-time craft instructor with a special equipment grant and raise in the contingent expenditure will have to be provided in addition to the other items of cost as in the approved Centrally sponsored scheme. It is estimated that the cost for 1 lakh coverage in 4,000 primary-level centres in the first year would be Rs. 136.40 lakhs. In the subsequent year for continuing the 4,000 centres, the cost will be Rs. 104.40 lakhs. Similarly for 1 lakh coverage in 4,000 middle-level non-formal centres the first year cost will be Rs. 165.40 lakhs and the second year cost will be Rs. 120.40 lakhs. On this basis, for a total coverage of 12 lakh girls, 8 lakhs at the primary level and 4 lakh at the middle level, the total cost would be Rs. 25.00 crores. For the first coverage of 4 lakhs girls at the primary level, the cost will be Rs. 541.60 lakhs. For 2 lakh coverage at the middle level, the cost during the first year would be Rs. 330.80 lakhs. The total cost during the first year thus amounts to Rs. 8.72 crores.

5. There is another Central Sector scheme of commodity assistance in the form of paper of all States/UTs having non-formal education programmes with a Central Sector outlay of Rs. 28.00 crores. A half of this amount i.e. Rs. 14.00 crores is the estimated cost of 20,000 metric tonnes of paper. This amount is coming to us as Swedish cash assistance for non-formal education programme under Indo-Swedish agreement signed on 21st January, 1980 for a five year period 1979-84. The other half is the internal cost by way of import and other duties, handling, storing, service charges, etc. We anticipate a saving of Rs. 5.00 crores in this scheme during the 1983-84. As a result of negotiations with the Swedish authorities to expand the scope of assistance from merely paper to such a scheme of non-formal education for girls, the Swedish authorities have expressed their agreement in principle. It is accordingly proposed that the proposal to give 100% assistance to girls' centres may be approved as a part of the on-going scheme. The provision proposed for N.F. E. will be augmented by diversion of possible savings from S.I.D.A. assistance. 100% assistance to girls' centres can be met from the augmented provision of N.F.E. Additional allocations will, however, be required during 1983-84.

6. For continuing the scheme in the last year (1984-85) of the current Plan period additional funds will require to be found out of Plan resources, in case, Sweden does not agree to continue its assistance beyond the next year for non-formal education.

## ANNEXURE IV

**DETAILS OF TOTAL PRIMARY TEACHERS , FEMALE TEACHERS  
AMONG THEM AND THEIR PERCENTAGE IN 9  
EDUCATIONALLY BACKWARD STATES**

S. No.	Name of the State	Total Teachers	Female Teachers	% of female teachers
1.	Andhra Pradesh	98,136	28,321	28.86
2.	Assam	49,218	10,194	20.71
3.	Bihar	1,37,605	20,526	14.92
4.	Jammu & Kashmir	16,768	6,100	36.38
5.	Madhya Pradesh	1,22,823	22,376	18.22
6.	Orissa	76,419	6,882	9.01
7.	Rajasthan	43,840	7,671	17.50
8.	Uttar Pradesh	2,47,339	45,300	18.31
9.	West Bengal	1,58,343	33,853	21.44
Total :		9,50,491	1,81,223	19.00

**CENTRAL SUPPORT FOR RECRUITMENT AND TRAINING  
OF LADY-TEACHERS FOR PRIMARY SCHOOLS IN THE  
EDUCATIONALLY BACKWARD STATES**

The following constitute the targetted additional enrolment at the primary stage during 1980-85 in the nine educationally backward States :

(in lakhs)

Stage	Boys	Girls	Total
Primary	39.12	51.13	90.25

2. The progress of additional enrolment during the first three years of the current Plan at the Primary stage is estimated to be as under :

Year	Boys	Girls	Total
1980-81	5.60	4.46	10.06
1981-82	10.22	9.78	20.00
1982-83	9.60	8.89	18.49
Total :	25.42	23.13	48.55

3. The above would show that out of 39.12 lakhs additional enrolment of boys, 24.42 lakhs have already been enrolled which means a percentage achievement of 64.98. In the case of girls, out of targetted additional enrolment of 5.13 lakhs, 23.13 lakhs additional enrolment have been achieved which means a percentage achievement of 45.24. In other words, girls' enrolment is not progressing as much as the boys' enrolment. The position calls for special measures for covering girls at the elementary stage.

4. In this connection, it may be pointed out that 71 per cent of the total non-enrolled children at the elementary stage are girls. Since the 6th Plan emphasis is on the primary stage, special measures for girls' enrolment should be devised and implemented in the next two years of the current Plan and in the Seventh Five-Year Plan (1985-90), by the end of which full universalization has been targetted for.

5. Enrolment of girls has been lagging far behind that of boys since the beginning of the planned development of the country. The statement given as an annexure will substantiate this position. In 1950-51, against 42.6 per cent of total enrolment, the girls' enrolment constituted at the primary stage only 24.6 per cent.

In the base year (1979-80) of the current Plan girls' enrolment at the primary stage has risen to 65.9 per cent against the boys' enrolment of 100.2 percent. The gap is more glaring at the middle stage. This is a problem which has been persisting and shall persist even at the end of the current Plan period when girls' enrolment percentage will be 108.1 at the primary stage. And the problem of reaching the goal of 100 per cent girls enrolment will require to be tackled during the next Plan period. The hard core of the non-enrolled children consists of girls. As indicated above, 71 per cent of the total non-enrolled children are girls. The proportion of non-enrolled girls among the scheduled castes and scheduled tribes is higher than all children.

6. Apart from the socio-economic reasons for girls lagging behind boys, one of the most formidable problems relates to paucity of women teachers. In 1978-79, according to the Fourth All India Educational Survey, out of 15,99,182 teachers, female teachers were only 4,37,696 (27.37%). In the nine educationally backward States the total number of primary teachers is 9,50,491 out of which 1,81,223 are women teachers (19% of the total). Thus, it is also imperative in the interest of the universalisation programme that the proportion of men and women teachers should at least be equal, if not the present position is completely reversed. i.e., proportion of women teachers should far exceed the men teachers at the primary stage.

7. States were advised to increase the number of women teachers bringing equal parity between male teachers and women teachers. It was also suggested that the States should appoint women against all posts of new teachers. But owing to various reasons, no progress is as yet discernible in this crucial aspect. A significant and meaningful programme of Central support in the appointment of women teachers is hence called for.

8. The total number of new primary schools proposed to be set up in seven out of nine educationally backward States (barring Bihar and Jammu & Kashmir for which no information is available) comes to 25,634 or 26,000. In accordance with our suggestion, these schools are likely to be at least 2-teacher schools. It is again desirable that at least half the number of new teachers, i.e. 26,000, should be women. It is proposed that appointment of women teachers should be given concentrated attention during the remaining two years of the current Plan period and in the next Plan period. The formidable problem of availability of women teachers, particularly at the primary stage will not be solved, as the experience tells us, without Central support. It is accordingly proposed that a special scheme under the Centrally sponsored sector with 100 per cent Central assistance should be prepared for operation during the next seven years, i.e., up to 1989-90, the target year for universalization. Under the scheme it is proposed to appoint, give salary during the training period and also maintaining the salary cost till 1989-90 with Central funds in a phased programme in the educationally backward States. 26,000 women teachers to be recruited and maintained with Central funds may be phased as below :—

1983-84	—	8,000
1984-85	—	6,000
1985-86	—	6,000
1986-87	—	6,000

The above phasing is suggested keeping in view the need for immediate positioning of primary women-teachers to tackle girls' enrolment at the earliest.

9. There are varying practices about the training of teachers in various States. In those States where the teachers are first appointed and then sent for training, the training period is considered as a period of service against the teachers' post. According to the recommendation of the N.C.E.R.T., the training period for a primary level teacher is two years, although in some States one-year pre-service training period is still in vogue. For the maintenance of 14,000 women teachers in the next two years of the current Plan (8,000 teachers to be appointed in 1983-84 and 6,000 teachers to be appointed in 1984-85) in the nine educationally backward States the total cost would in the minimum be Rs. 18.62 crores (at Rs. 700 on an average for for teachers per month with an increment of Rs. 15/- per year as per the cost estimates shown in the statement attached). Recruitment of women teachers and their training would be a Central responsibility, under this scheme, in the interest of the programme of Universalisation of Elementary Education. In recruitment, preference may be given to qualified local girls/women. If such candidates are not available then, only such lady teachers shall be recruited who agree to serve in the rural areas. They would be bonded so that they do not refuse to go to rural areas.

10. The proposed central intervention in the appointment of lady teachers in the nine educationally backward States will not by itself meet the total requirements. But special Central assistance for this purpose will give sufficient boost-up for reversing the present lackadaisical efforts in increasing the number of lady teachers so vitally needed for the enrolment and coverage of girls at the elementary stage. As indicated earlier, Central assistance will be limited to the recruitment, training and maintenance of 14,000 lady teachers at a total cost of Rs. 18.62 crores for two years of the current Plan. For the recruitment, training and maintenance of additional 12,000 primary lady teachers during the next Plan period and continuing the maintenance of 14,000 lady teachers recruited and appointed during the current Plan period, the total Seventh Plan cost would be 107.47 crores.

11. The availability of teacher training institutions in these States is not a problem, for they have together 447 primary level teacher training institutions. What would be required are :—

- (i) Adoption of conscious and firm policy of recruitment of lady teachers for all new appointments against the post of additional teachers and also replacement of the teachers outgoing retirement and otherwise.
- (ii) The lady teachers would be recruited and made available to the primary schools for service, giving them adequate training. The period of training-pre-service and/or in-service will be decided according to the situation in a State. While the first batch of lady teachers may be immediately placed with the primary schools, they may be sent to training centres after the second batch of lady teachers is available. If necessary, a special course of one year training and summer sandwich courses will have to be developed for this crash programme.
- (iii) The recruitment and training of the lady teachers will be the responsibility of the State Governments. But the cost thereof will be borne by the Ministry of Education upto 1989-90.

**Cost Estimates of Appointing, Training and Maintaining of 26,000 Primary Women Teachers from 1983-84 to 1989-90**

In making the cost estimates an average monthly salary of Rs. 700 per month including pay allowances etc. with an annual increment of Rs. 15 for the first five years and at Rs. 20 as the annual increment for the subsequent years have been taken into calculations.

*Requirement of Sixth Plan 1983-84 and 1984-85*

	Rs.
Appointment of 8,000 primary women teachers during 1983-84	6,72,00,000
Continuation of 8,000 primary women teachers during 1984-85	6,86,40,000
Appointment of 6,000 new primary women teachers during 1984-85.	5,04,00,000
Total:	Rs. 18,62,40,000
or say:	Rs. 18,62 crores

*Requirement for Seventh Plan 1985—90*

	Rs.
Continuation of 8,000 teachers appointed in 1983-84 upto 1989-90	36,62,40,000
Continuation of 6,000 teachers appointed in 1984-85 upto 1989-90	25,33,80,000
Appointment of 6,000 new teachers in 1985-86 and their continuation till 1989-90	25,29,00,000
Appointment of 6,000 new teachers in 1986-87 and their continuation till 1989-90	20,21,40,000
	<hr/>
Total requirement for : 26,000	Rs. 1,07,46,60,000
	or say Rs. <u>107.47 crores</u>



#### ITEM NO. 4. VALUE ORIENTATION IN EDUCATION

Character-building being one of the major aims of education, the Government has always been of the view that the moral and spiritual education should be imparted in the educational institutions in one form or the other for this purpose. This aspect has engaged the attention of several expert bodies appointed by the Government of India, such as the Central Advisory Board of Education, University Education Commission, Secondary Education Commission, Committee on Religious and Moral Instruction, Conference of Vice-Chancellors, Education Commission etc.

Before Independence, the CABE considered the matter and passed the following resolution : —

“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 courses of secular instruction should be the responsibility of the home and the community to which the pupil belongs.”

The University Education Commission (1948-49) which was headed by Dr. S. Radhakrishnan, however, disagreed with the Board on the point and observed that:

“The child is robbed of its full development if it receives no guidance in early years towards a recognition of the religious aspects of life. If this guidance is left to homes and communities, the chances are that communal bigotry, intolerance and selfishness may increase.

The University Education Commission *inter-alia* recommended that all educational institutions start work with a short period of silent worship or meditation.

The committee on Religious and Moral Instruction (1959) headed by Shri Sri Prakasa laid special stress on the teaching of moral and spiritual values in educational institutions in the country. The Committee *inter-alia* recommended that suitable books should be prepared for all stages—from primary to university levels—which should briefly describe 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. The Committee was also of the view that it very much depends upon the atmosphere which only good teachers can create and, therefore, great care has to be taken in the recruitment and training of teachers. The Committee also indicated a broad frame work of instruction in moral and spiritual values at different stages of education viz. (1) elementary; (2) secondary; (3) university. The recommendations of the Committee were referred to the State Governments and Union Territory Administrations and Universities in January 1961, for implementation.

The Education Commission (1964-66) also recommended that the Central and State Governments should adopt measures to introduce education in moral and spiritual values in all educational institutions. It attached great importance to school atmosphere, the personality and behaviour of the teachers and the facilities provided in the school in developing good character. In addition to the indirect approach for inculcating moral and spiritual values, the Commission considered that specific provision for direct moral instruction in the school programme is highly desirable. Agreeing with the recommendation of the Shri Sri Prakasa Committee that one or two periods a week should be set aside in the school time-table for instruction in moral and spiritual values, it recommended:

“At the primary stage such instruction will generally be imparted through interesting stories, including stories drawn from the great religions of the world. At the secondary stage, there may be frequent discussions between the teacher and the pupils on the values sought to be

inculcated. Whatever be the method of teaching it should not lead to moral instruction being divorced from the rest of the curriculum or being confined to a single period. If the values are to become a part of the students character, an all embracing treatment of the moral way of life is needed”.

The recommendations made by various Committees and Commissions have been recommended to the State Governments and Union Territory Administrations for consideration and appropriate action. As education is primarily the responsibility of the States, it is mainly for States Governments to take note of the recommendations of various Committees and expert bodies and to take necessary measures for implementing these recommendations. According to a survey undertaken by the NCERT in 1980 following ten States and one Union Territory have made formal provision for moral education in the school curriculum:—

Andhra Pradesh, Assam, Bihar, Haryana, Himachal Pradesh, Karnataka, Madhya Pradesh, Rajasthan, Tamil Nadu, Uttar Pradesh and Pondicherry.

The subject of value-orientation in education has gained considerable momentum of late. The Prime Minister has repeatedly been stressing the importance of inculcation of appropriate value. She has desired that we should emphasise on value like nationalism, secularism, pride in heritage, composite culture, harmony with nature, etc. Knowledge of our freedom struggle has also been singled out for specific mention.

The Ministry of Education appointed two Working Groups—one to review the teacher training programmes, particularly with a view to inculcating moral and social values in a student and, the other to consider setting up some ‘model schools’ which will impart moral education as part of general education on a totally restructured basis.

The terms of reference of the Working Group on Teacher Training were wide ranging. In its report, the Group has made ten main recommendations which are summarised below :—

1. The curriculum relating to value education and to the study of Indian culture as contained in the Report should be immediately implemented in all the teachers training institutions.
2. As an interim measure, teachers training institutions should offer three new papers related—to—(a) philosophy of value-oriented education, (b) psychology of value oriented education and (c) Indian and Indian values, as optional papers in place of any other three papers which are at present prescribed.
3. Introduction of two streams of teacher training programmes : (i) 5-year teacher education programme, after senior secondary leading to Master’s Degree in education; and (ii) 2-year teacher education programme, after the first 3-year graduation or 5-year post-graduation leading to Master’s Degree education. These programmes would be on the basis of pedagogical ideas and value-oriented curricula suggested in the Report.
4. Provision on optional basis for the 2-year teacher training programme in such a way that teacher trainees could complete the full programme in two phases—the first phase being of one year duration and the second phase of not more than 5 years duration during which the second year programme could be covered through summer courses or other-short term courses.
5. Pioneering and pace-setting value-oriented institutions should be established preferably one in each State which should be utilised as centres for training teachers on the basis of new ideas and values recommended in the Report.
6. A few national institutes of teacher education be designed and established specially to educate the staff of the colleges of teacher education in India.

7. Institution of an All India Public Examination for the evaluation of teacher trainees with a combination of written tests with oral tests and submission of project reports all having a special thrust towards the promotion of excellence, value education, and a sound acquaintance with India and Indian values.
8. Measures to eliminate various evils and deficiencies which are growing alarmingly in teachers training institutions.
- 9-10. Creation of a national level organisation to deal with all aspects of teachers training institutions.

Or

The Present National Council for Teacher Education may itself be reconstituted as the above mentioned national level organisation with suitable modifications.

It is proposed to try out the new ideas propounded in the report and the recommendations are being forwarded to various concerned bodies for examination and adoption. Basically, the approach will be to deal with 'value orientation in education' on three fronts.

- (i) Preparation of new instructional materials.
- (ii) Special preparation of teachers for introducing value orientation in education.
- (iii) Setting up of special institutions to give a practical shape to this effort.

The Ministry of Education has also formulated appropriate schemes for achieving these objectives. These schemes are at various stages of consideration in consultation with the Planning Commission.

Some basic issues concerned with the programme of value education were discussed in a high level seminar on moral education organised by NCERT at Simla in May, 1981. Among other things the Seminar recommended that provision should be made for value education in all the schools of the country and the NCERT should go ahead with developing curriculum and instructional materials and teacher orientation for this purpose. The recommendations of this Seminar were communicated to all States/ Union Territories for consideration and implementation.

NCERT has also been working on preparation of a model curriculum on moral education. A National workshop was organised at Bangalore in November, 1981 for the development of guidelines of curriculum in moral education. A guide for the development of curriculum in moral education, which lays down the objectives of moral education in different school stages and also providing guidance in the form of general principles of imparting moral education in schools has already been prepared. The work of developing stage-wise syllabi in moral education has been initiated. Authors for writing supplementary books in moral education for secondary classes have been commissioned.

The Board may like to give further thought to this important subject and advise on the best possible strategies to accelerate value-orientation in education.

## ITEM NO. 5. NATIONAL INTEGRATION AND EDUCATION

Textbooks play an important role in the life of the nation and can be of great help to the cause of national integration. The National Policy on Education, 1968, brings into adequate focus the Government of India's conviction that the radical reconstruction of education on the broad lines recommended by the Education Commission is essential for economic and cultural development of the country, for national integration, and for realising the ideal of a socialistic pattern of society. The National Policy states "This will involve a transformation of the system to relate it more closely to the life of people ; a sustained and intensive effort to raise the quality of education at all stages, an emphasis on the development of science and technology ; and the cultivation of moral and social values. The educational system must produce young men and women of character and ability committed to national service and development. Only then will education be able to play its vital role in promoting national progress, creating a sense of common citizenship and culture and, strengthening national integration. This is necessary if the country has to attain its rightful place in the comity of nations in conformity with its great cultural heritage and its immense potentialities".

2. Keeping this in view, as directed by the Cabinet, a review of textbooks on a time-bound basis has been taken up to ensure that they promote national integration and do not militate against the national unity. This step can also be said to be in pursuance of the decisions taken in the Conference of Education Ministers and the recommendations of the National Integration Council.

3. At the instance of the Ministry of Education & Culture, a programme of evaluation of school textbooks was initiated by NCERT in 1981. To begin with, school textbooks in the subjects of history and languages have been taken up for evaluation. Textbooks in other subjects will be taken up at a later stage. In view of the enormity of the task involved, the process of evaluation has been decentralised. The actual evaluation is undertaken by the respective States and UTs. NCERT coordinates the whole programme. With the help of experts, it has prepared the guidelines and tools for evaluating the textbooks in history and languages. These guidelines and tools of evaluation were discussed with the representatives of these agencies and finalised in a conference held at NCERT in September, 1981. A procedure for carrying out the programme was also evolved in the Conference. The finalised guidelines and tools were sent to all the States and UTs.

4. The review is being undertaken from the standpoint of promoting the sense of national integration among the students and also indentifying materials and approaches which may directly/indirectly perpetuate untouchability, casteism, communalism, religious intolerance, linguism, racism, regionalism, etc. The items on which reviewers have to identify the objectionable materials are related to the following :—

- (i) Communalism
- (ii) Regionalism and linguism
- (iii) Casteism
- (iv) Racism
- (v) Obscurantism and superstition.

5. As mentioned above, the review of the textbooks has been decentralised. This was also done in view of the nature of work which could be undertaken more meaningfully at the State level where decisions about preparation and prescription of textbooks are taken. In many of the States, agencies have been created which are responsible for preparing/prescribing textbooks. These agencies are in a better position to undertake the programme of evaluation of textbooks and implement the findings of

evaluation. The States have been asked to set up Steering Committees for planning and conducting the evaluation programme. These committees lay broad guidelines for the programme and take other necessary steps.

6. At the national level, a high level Steering Committee has been set up which would, among other things, consider the evaluation reports from the States/NCERT, review the progress of the programme, indicate policy guidelines for future action and where considered necessary, commission or undertake evaluation directly. This committee has so far held two meetings. In those meetings it reviewed the progress of the work done in States and formulated future policies in improving the quality of textbooks from the standpoint of national integration.

7. A joint meeting of the heads of State agencies responsible for the programme and the members of the Steering Committee was held at Amritsar on September 3/4, 1982. The meeting reviewed the progress of the work done in various states. The meeting adopted the following recommendations with regard to improvement of the quality of textbooks :—

- (i) The development of school textbooks in history and languages should be governed by the following principles which have to be kept in view particularly with the purpose of promoting national integration and stimulating the intellectual creativity of the youth :—
  - (a) That powerful consciousness of nationhood forms the very basis of our social existence and is also the basis of our unity and strength.
  - (b) That this consciousness of nationhood is under-pinned by the cultural value which our people have shared over the centuries which motivated our struggle for political liberation and which inform our people in the task of nation-building today.
  - (c) That our consciousness of nationhood further inspires us, individually and collectively to respect the different social, cultural and religious values to which we subscribe, and that such mutual respect is a heritage of which we, as Indians, are proud.
  - (d) That our consciousness of nationhood also encourages each citizen of our country to play a full and active role in the affairs of his locality and State, on the one hand, and of the world community, on the other, in addition to his duties and obligations to the country.
- (ii) The principles enumerated above should inform the evaluation of the school textbooks in the States as well as the Centre.
- (iii) As the task of evaluation of nationalised textbooks was about to be completed, it was necessary that textbooks in history and languages prepared by individuals or groups of individuals, in private capacity and being used in private schools, should also be evaluated. The agencies, that the States have created and which had completed the work entrusted to them in the light of the Government of India's decision, should undertake the evaluation of these books.
- (iv) The time has come when steps should be taken to incorporate materials in textbooks which would promote national integration. For this purpose it would be necessary to develop suitable textual materials at the State levels by expert groups. Simultaneously, the National Steering Committee should explore the possibility of preparing anthologies/reference materials under its aegis with the collaboration of State agencies. These anthologies and materials could be made use of in preparing textual materials at State and Central levels.
- (v) It was felt that, although the existing textbooks were found to be without serious blemishes it was strategically important that the positive values of national integration be adequately articulated. With this end in view, the creation of panels of textbooks in various disciplines at various stages of school education was necessary. These could be drawn either from textbooks that were already existing or by making fresh attempts at developing them.

(vi) A review of the institutional framework available in the States for the preparation of textbooks, had indicated that in some of them this framework needed to be reviewed to ensure effective coordination among various agencies responsible for preparation, production and evaluation of textbooks.

8. These recommendations have been communicated to the State Governments with a request that necessary action may be initiated.

9. Necessary action is separately being taken to review the books, particularly in history and languages prescribed/recommended for university level courses also. At the instance of the Ministry of Education, the University Grants Commission has asked all the universities to review the textbooks and other books prescribed for different courses. The University Grants Commission has asked its History panel to review the prescribed books in history in various universities at various levels and to see whether a balanced view of historical events has been presented in them. The Commission has also sought the help of the Indian Council for Historical Research in this matter. Similar review of books in languages and other social sciences is proposed with the help of other concerned panels of the Commission.

10. The Education Committee of the National Integration Council while appreciating the difficulties involved in evaluation of the history and language textbooks and modifying them so that the modified textbooks are available for use in 1982-83 academic session itself, stressed that under all circumstances, the history and language textbooks used in the country from 1983-84 session, onwards should be the modified textbooks. In the recent meeting of the Education Secretaries of States and UTs held on 5<sup>th</sup> and 6<sup>th</sup> January, 1983, the States/UTs concerned were urged to so order the arrangements for review as to be able to revise their textbooks before the commencement of the 1983-84 academic session.

11. As mentioned in the previous paragraphs tools and guidelines were circulated to the States for the evaluation of textbooks in history and languages. It is expected that after completion of the present evaluation the State agencies would take up the work of evaluating textbooks in other subject areas, particularly, the ones which are more prone to contain objectionable materials. The guideline and tools prepared for evaluating textbooks in history and languages and the procedure laid down for evaluation provide ample guidelines for developing strategies for evaluating textbooks in subject areas other than language and history.

12. The joint meeting of the heads of state agencies responsible for the programme and the members of Steering Committee held at Amritsar on September 3-4, 1982 mentioned above, has already addressed itself to the problem of institutionalising the review/evaluation in future. The National Conference on School Textbooks organised by NCERT at Gandhi Nagar from December, 7 to 9 1982, has also addressed itself to the question of promoting national integration through education. While calling for more positive efforts to develop textual materials which promoted national integration, the Conference reiterated the recommendations made by the joint meeting of the heads of state agencies and members of Steering Committee held at Amritsar in September, 1982.

13. There is a need that agencies responsible for preparation of textbooks should continuously evaluate the quality of textbooks. For this purpose, mechanism should also seek research support to improve the quality of textbooks.

14. In view of the position stated above, the Central Advisory Board of Education may suggest further steps that should be taken to incorporate materials in textbooks which would promote national integration. They may also suggest further guidelines for institutionalising such reviews/evaluations of textbooks. It may be useful to think in terms of appropriate guidelines for prescription/recommendation of books so that such review take place at the initial stage itself.

## ITEM NO. 6. SECONDARY EDUCATION

### (a) VOCATIONALISATION OF HIGHER SECONDARY EDUCATION

Vocationalisation of higher secondary education is a major step in the reconstruction of the present educational system. Under the 10+2 pattern of school education, vocationalisation at +2 stage was introduced in the country around 1977 with the objectives (i) to divert sizeable section of school students to meaningful occupational programmes without sacrificing the educational contents, (ii) to prepare the students for entrepreneurial vocations with sufficient amount of skill required for a particular occupational area, and (iii) to prevent over-crowding in the universities.

2. The Working Group on Education and Culture (1980-85) emphasised the importance of vocationalisation 'considering the important link between education and development and the need to make secondary education relevant and related to employment.' The Group recommended the following pre-requisites for successful programmes :

- (i) Detailed area surveys so as to identify :
  - (a) employment avenues for which there are no recognised training courses at present;
  - (b) facilities such as workshops equipment already available and which can be availed of in the Government and Private sector;
  - (c) teaching and training personnel who can be engaged to participate on a part time basis.
- (ii) Drawing up detailed curriculum and syllabus for each identified course related to employment in consultation with perspective employers and prospective teaching and training personnel. Determination of the number of courses and of students who should be taken in, keeping in view the employment market present and projected, Government and private sectors.
- (iv) Provide for apprenticeship training wherever further skill development is necessary.
- (v) Providing appropriate qualification for such jobs so that those who pass out of such vocational courses are suitably recognised and employed.
- (vi) Provide for entry into the higher levels of education.

3. The document on the Sixth Five Year Plan (1980-85) has also stated that "secondary and higher secondary education are important terminal stages in the system of general education and provide a first stage for linking education with the world of work." The document has further stressed that "one of the important links between education and development is provided by man-power development through vocationalisation of secondary education related to employment. This has to be carefully designed, based on detailed surveys of existing and potential work opportunities and of available educational and training facilities. It should also keep in view the specific rules and responsibilities of the different agencies and ensure coordination at the operational level between the developmental programmes and the educational system. Such a differentiation would normally commence after the secondary stage and may cover varying period depending upon the vocational area, groups of occupations and the nature and level of skills needed. It envisages deepening of practical bias in the school education to be supplemented by appropriate apprenticeship in actual field, farm or factory situations. It is not necessary to follow a rigid sequence in the order of acquiring the several skills and it should be possible to supplement exclusive vocational training, courses with necessary educational component. In this way, suitable linkages need to be established within a system for occupational mobility and career development over

one's employment/working life. For the provision of relevant practical skill, agencies like Krishi Udyog and Van Vikas Kendras and other vocational training centres would be utilised, particularly for learning by doing. Similarly, experienced craftsmen and practitioners of the arts would be used for imparting operational skills without undue insistence on pedagogic certificates. Wherever new facilities are to be created, they would be located, to the maximum extent possible, in the rural areas."

4. To ensure country-wide acceptance of the concept of vocationalisation and to assist the State Governments in establishing the relevance and importance of this concept to our socio-economic needs, a centrally sponsored scheme for vocationalisation of higher secondary education was launched in February 1977. Central assistance was provided for (i) conduct of district vocational service, (ii) appointment of district vocational officer, (iii) purchase of equipment for vocational courses, and (iv) salary for teachers of vocational courses. Under this scheme, financial assistance was released for vocational service in 131 selected districts of Assam, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Nagaland, Orissa, Punjab, Rajasthan, Sikkim, Tamil Nadu and Tripura. Financial assistance was also given for the introduction of vocational courses in 9 districts of Karnataka, 8 districts of Maharashtra and 1 district of Sikkim. Sikkim, however, could not start the course due to lack of response from students. To strengthen the efforts of Government of West Bengal in this direction, financial assistance was given for the purchase of equipment. But even before the programme could take roots, the scheme was discontinued from April, 1979, in pursuance of a general decision of the National Development Council to transfer centrally sponsored scheme to the State sector. Efforts made at reviving this scheme under VI Five Year Plan did not bear fruits as the Planning Commission did not agree to it.

5. At present, out of 24 States/UTs which have adopted the 10+2 system of school education, only 10 States/UTs viz. Andhra Pradesh, Gujarat, Karnataka, Maharashtra, Tamil Nadu, West Bengal, Andaman & Nicobar Islands, Dadar & Nagar Haveli, Delhi and Pondicherry have implemented this programme at the +2 stage. Except Tamil Nadu, all States have introduced it on a limited scale.

6. The progress of vocationalisation of higher secondary education was reviewed in the last Education Ministers' Conference held on June 2, 1981. The Conference *inter alia*, recommended as under :

"Only a few of the States and Union Territories have introduced vocational courses at the +2 stage. Adoption of new pattern, in the absence of vocationalisation of education at the +2 stage, will not be effective in bringing about the desired reform in education. All the States/Union Territories shall, therefore, speedily introduce vocational courses at the +2 stage. A time bound programme shall be evolved for conduct of surveys, preparation of curricula, institution of courses, opening of institutions, etc., so as to maximise results in the minimum possible time."

7. The Planning Commission has emphasized that reasonable funds may be provided for the programme of vocationalisation of higher secondary education in the Annual Plan for 1983-84. In its letter to the Chief Secretaries of states/UTs, the Planning Commission has stressed that "Under Education, stress has been laid in the Plan on vocationalisation of Secondary Education. This would call for a carefully designed programme based on detailed surveys of the existing and potential work and job opportunities and available educational and training facilities. The State Governments may ensure that necessary provision is made for this purpose in the Annual Plan for 1983-84."

8. We have also written to the State Governments and Union Territory Administrations that switching over to the new system of education, without introduction of vocational courses at the +2 stage, runs counter to the spirit of the educational reforms. They were requested to earmark sufficient funds for this programme in their next Annual Plan and ensure that all our efforts are made for its success.

9. The Conference of State/UT Education Secretaries held in January, 1983 considered the 10+2 pattern of school education with special emphasis on vocationalisation.



The Conference considered it necessary to reiterate the point that vocationalisation of the +2 stage was an integral part of the 10+2 system of education. It was noted that only a few States were implementing this programme seriously. All the other States/UTs were urged to take immediate steps to make higher secondary school education more employment-oriented.

It was also agreed that the ease of certification of these courses from the NCUT and the application of the apprenticeship scheme to those passing out of the vocational stream may be taken up urgently with the Ministry of Labour.

The Conference agreed with the desirability of making available to the States the experiences of the Government of Tamil Nadu in implementing the programme of vocationalisation of higher secondary stage by different States on state-wise basis. It was, therefore, decided that the NCERT will, in collaboration with the Government of Tamil Nadu, initiate an evaluative study with the purpose of determining the experiences of the State Government in implementing the programme which would help other State Governments to plan and implement their programme of vocationalisation.

10. To co-ordinate efforts in the area, a proposal is under consideration to set up an All India Board of Vocational Education at the national level under the aegis of All India Council for Technical Education. The Board will formulate programmes of vocational education and guide and support state agencies.

11. In the absence of financial support, the Ministry has continued to provide technical support to the States/UTs through the National Council of Educational Research and Training. NCERT has been providing services like: providing guidelines and training to personnel for vocational service; development of curricula and instructional materials; training of teachers for vocational courses; orientation of principals and officials; conduct of critical studies; and organisation of national seminars and workshops. But in the absence of substantial investments in the programme, significant results have not emerged. This can be gauged from the fact that notwithstanding the resolutions adopted in the conferences of Education Ministers and Educational Secretaries, the programme has not been catching up. The Planning Commission has also been reiterating the importance of vocationalisation as they did in their guidelines for the annual plan (1983-84). But these reiterations have remained on paper in the sense that these have not been matched with adequate provisions in the plans and budgets.

12. Closely following the Education Secretaries conference in January 1983 referred to above, the Ministry took some more steps to accelerate the spread of vocationalisation. A high level national seminar on vocationalisation was organised to highlight the advancements made by the programme in Tamil Nadu and Maharashtra and to call upon other States/UTs to follow suit. The Steering Committee with inter ministerial representation has also been set up to oversee the implementation of the programme of vocationalisation.

13. While these steps may infuse the programme with the sense of urgency, the results can be lasting only if investments are forthcoming. The Board may like to give further thought to this important programme and advise on the best possible strategies to ensure country-wide introduction of vocationalisation at the +2 stage.

(b)

### THREE LANGUAGE FORMULA

The National Policy on Education adopted by the Parliament in 1968 provided in respect of Three Language Formula as under :

At the secondary stage, the State Governments should adopt, and vigorously implement, the three-language-formula which includes the study of a modern Indian language, preferably one of the southern languages, apart from Hindi and English in the Hindi-speaking States, and of Hindi along with the regional language and English in the non-Hindi speaking States. Suitable courses in Hindi and/or English should also be available in universities and colleges

with a view to improving the proficiency of students in these languages upto the prescribed university standards.

2. Following this, a resolution on language policy was adopted in the Parliament in 1968 where, *inter-alia*, it was resolved that:

“whereas it is necessary for promoting the sense of unity and facilitating communication between people in different parts of the country that effective steps should be taken for implementing fully in all States the Three Language Formula evolved by the Government of India in consultation with the State Governments:

This House resolves that arrangements should be made in accordance with that formula for the study of a modern Indian Language, preferably one of the Southern Languages, apart from Hindi and English in the Hindi speaking areas and of Hindi along with the regional language and English in the non-Hindi speaking areas.”

3. The Government of India continues to be committed to this formula. This is considered to be the most workable language formula from all points of view. However, implementation of this formula is basically the responsibility of the State Governments. Ministry of Education and Culture has initiated several schemes to facilitate the implementation of this formula. Some of these are :

- (1) Financial assistance to non-Hindi speaking States for appointment of Hindi teachers in school.
- (2) Financial assistance for establishment of Hindi Teachers' training colleges in States like Andhra Pradesh, Assam, Kerala, Karnataka, Nagaland, Orissa and West Bengal.
- (3) The setting up of the Central Institute of Indian Languages, Mysore, with five regional language Centres at Mysore, Poona, Bhubneshwar, Patiala, and Solan to assist primarily for training of school teachers for the teaching of a second language and for production of literature and materials on language teaching.

4. In an effort to induce the States and Union Territories to implement the three language formula fully and correctly, this Ministry has been addressing the State Governments/Union Territories' Administrations from time to time, drawing their attention to the facilities being provided by the Central Government for the training of teachers in Hindi and other languages and requesting them to implement the formula in its true spirit. During June, 1982, the State Governments were addressed in the matter requesting them to take full advantage of the schemes/facilities being provided by the Government of India for implementation of the three language formula.

5. A statement showing the position of implementation of three language formula by the State Governments/Union Territories as on 31-12-1982 is appended (*Annexure-I*). Most of the States have in principle, accepted the three language formula. Tamil Nadu has adopted two language formula in accordance with the resolution passed by the State Legislature in 1968 and Pondicherry and Karaikal areas follow the same formula as in Tamil Nadu. Some of the States, are implementing it with some modifications in relation to educational needs and local conditions obtaining there. Some States have introduced new language patterns recently in their States.

6. Representations have been received from time to time against the language patterns prevailing in some States, in the context of the Three-Language-Formula. Issues/Parliament Questions on the subject have also been raised in the Parliament. It has been stressed during the debates that the proper implementation of Three-Language Formula be ensured.

7. The matter regarding the implementation of the Three Language Formula by the State Governments in the context of the Gokak Committee's report in Karnataka and adoption of a new language pattern by the Government of Karnataka was discussed in the Parliament during July, 1982. During

discussions, it was pleaded that the language pattern adopted by the Government of Karnataka does not assign due place both to the Hindi and English Languages. The State Government of Karnataka was requested to ensure that while taking decision on the new language pattern in the State, the spirit of Three-Language-Formula is kept in view. While there can be no difference of opinion that the study of the regional language i.e. Kannada be strengthened in the State, due place should also be given to the study of Hindi and English as stipulated in the National Policy on Education (1968), pertaining to the Three-Language-Formula.

8. The State Government of Maharashtra had taken a decision to revise the pattern of study of languages in the schools of the State from the academic year 1982-83. According to this, the study of Hindi for the students of all the media of instructions will not be compulsory from standard VIII to X. Representations have been received in this Ministry urging that the State Government of Maharashtra be advised to withdraw its orders making Hindi as an optional subject and to provide status-quo position to the study of Hindi in the schools of Maharashtra. The State Government of Maharashtra has been requested to keep the spirit of Three-Language-Formula in view while taking decision on the new language pattern in the State.

9. The Government of India is keen that the Three-Language Formula is implemented by the State Governments in its true spirit. The matter is placed before the Central Advisory Board of Education for its consideration and recommendations.

**STATEMENT SHOWING THE POSITION OF IMPLEMENTATION  
OF THREE-LANGUAGE-FORMULA IN THE STATES  
AND UNION TERRITORIES OF INDIA**

(As on 31-12-1982)

Sl. No.	State/Union Territory	Languages taken up	Classes/stages from which the languages are taken up	Remarks
1	2	3	4	5
1.	Andhra Pradesh	<p><b>I. First Language</b> (Any one of the following groups may be offered) :</p> <p>(a) One of the following : Telugu, Hindi, Urdu, Kannada, Tamil, Oriya, Marathi, Gujarati, <i>or</i></p> <p>(b) A composite course of any one of the languages mentioned in (a) above with an allied classical language, <i>or</i></p> <p>(c) A composite course of :</p> <p>(i) Any one of the languages in (a) above, which is the mother tongue of the pupil, and</p> <p>(ii) One other from the regional languages of the State (Telugu, Urdu, Tamil, Kannada, Oriya and Marathi are recognised as Regional languages of the State), <i>or</i></p> <p>(d) Urdu or Kannada or Tamil or Oriya or Marathi or Gujarati with the study of Hindi in Devanagari script as a minor part of the course.</p>	<p>Mother tongue and Regional language Class I</p> <p>English—Class V</p> <p>Hindi—Class VI</p>	

1

2

3

4

5

**II. Second Language :**

- (a) For those who do not study Hindi under any of the groups (a), (b), (c) and (d) under first language—Hindi.
- (b) For those who do not study Telugu under first language except those in (b)—Telugu.
- (c) For those non-permanent resident of the State, e.g. Children of Central Government Employees liable for transfer to any place in India—Any regional language of the State (other than the pupil's first language) or any modern Indian language (other than the first language), Drawing or any other Fine Arts such as Music.

**III. Third Language :**

English, which shall be commenced in class VI except in the case of English medium schools where instruction in English may be started earlier.

2. Assam

- (i) Mother tongue or regional language. Three-Language Formula is being implemented only in Classes V to VII.
- (ii) English :
- (iii) Hindi (for Assamese) or Assamese (for non-Assamese).

3. Bihar

1. Mother Language :  
Hindi, Urdu, Bengali, Oriya  
Maithili, Nepali and English. Class I-X
2. English Class VI-X

1	2	3	4	5
		3. National Language/Second Indian Language—Hindi (whose mother tongue is other than Hindi) <i>or</i> Sanskrit <i>or</i> Bengali, Oriya, Urdu.	Class III-X	
4. Gujarat		At secondary education level, from standard VIII to IX, the three language formula is in vogue. These three languages are : (1) Gujarati or any other mother tongue (2) Hindi and (3) English; Hindi and English languages are taught as lower level languages. If Hindi is mother tongue then regional language is taught as lower level language.  At public examination held at the end of Standard X two languages are compulsory and a student can offer the third language as optional subject. Thus the three language formula is in vogue at the public examination level too.	At the higher secondary level, Hindi is not a compulsory language subject but students are given option to select any one language from the group of language subjects.	
5. Haryana		1. Hindi 2. English 3. Punjabi/Urdu/Sanskrit/Telugu	From 1st Primary From 6th Class/ Secondary From 7th Class/ Secondary	
6. Himachal Pradesh		1. Hindi 2. English 3. Urdu	From I to X From VI to X From IX and X	
7. Jammu & Kashmir		1. Assan Urdu 2. English 3. Urdu/Hindi or Punjabi	From Classes I to V From Classes VI to X From Classes VI to X	
8. Karnataka		1. The following language pattern at the secondary school level will be adopted by the State Government of Karnataka (from the academic year 1987-88). <b>A. First Language</b> Kannada shall be the sole first language (to carry 125 marks).		



1	2	3	4	5
		has been implemented since the academic year 1972-73 onwards. However, the existing pattern has been slightly modified so far as language formula is concerned from the academic year 1982-83. According to this, Sanskrit is optional language from Standard VIII onwards. Any school desiring to opt for Sanskrit shall have the option of dropping Hindi for Sanskrit. However, Hindi will be compulsory upto Standard VII.		
12. Manipur	(i) Manipuri or recognised Tribal dialects. (ii) English (iii) Hindi		From Class I  From Class III From Classes VI	
13. Meghalaya	Hindi  Hindi Hindi English		Primary (optional, it is compulsory only in some schools in which the medium of instruction is Hindi). Middle—as above High—as above High—Compulsory in non-Hindi Schools	
14. Nagaland	(i) Mother tongue (ii) English (iii) Hindi		From Class—I onwards From Class—I onwards From Class—V	
15. Orissa	(i) Oriya  (ii) English (iii) Hindi		Three—Language Formula is being implemented in Grades VI to X (English is introduced from Grade IV)	
16. Punjab	(i) Punjabi (ii) Hindi (iii) English		From Class I From Class IV From Class VI	



1	2	3	4	5
17. Rajasthan	(i) Hindi (ii) English  (iii) Sanskrit or Urdu or Sindhi or Gujarati or Punjabi or Malayalam or Tamil or Bengali		Three -language formula is being implemented in middle and Secondary stages.	
18. Sikkim	1. English 2. Hindi 3. Nepali/Tibetan/Lepcha/Limboo		Classes I to XII Classes I to VIII* Classes I to VIII  *Either II to III in classes IX & X	
19. Tamil Nadu	1. Tamil or the mother tongue of the pupil where it is different from Tamil  2. English or any other non-Indian language		The first Language is taught from standard I and the second language English is taught compulsory from Standard III.	Two language s being followed in Tamil Nadu in accordance with the Resolution of the State Legislature.
20. Tripura	1. Bengali 1st language  2. English 2nd language 3. Sanskrit-Hindi 3rd language		Class I  Class III For classes VII & VIII	Steps are being taken to implement the formula in classes of schools in the Secondary stages in the State.
21. Uttar Pradesh	1. Hindi  2. One of the languages listed in the 8th schedule of the constitution. 3. English or any other modern European Language.		Three language formula is being implemented in Classes VI to VIII.	
22. West Bengal	1. <b>First language—</b> one Assamese, Bengali, English, Gujarati, Hindi, Lushai, Malayalam, Marathi, Modern Tibe-		Class VI to Class X	

1	2	3	4	5
		tan, Nepali, Oriya, Punjabi, (Gurumukhy), Santhali, Sadani, Telugu, Tamil, Urdu.		
		<b>2. Second language—one</b>		
		English if any language other than English is offered as First Language or Bengali if English is offered as First language.	Class-VI to Class X	
		<b>3. Third language—one</b>		
		(a) A Classical Language.		
		(b) A Modern Foreign Language other than English.	Class VI to Class X	
		(c) A Modern Indian Language other than the First Language as may be approved by the Board.		
23. Arunachal Pradesh	(a) English as First Language. (b) Hindi as Second Language. (c) Assamese as Third Language.		From Class I From Class I From Classes VI to VIII	
24. Andaman & Nicobar Islands	Hindi Optional Optional Mother tongue Hindi & English Compulsory Mother tongue Mother tongue English/Hindi Mother tongue English/ Hindi.	English Optional Mother tongue	I to II III to VIII VIII & IX XI & XII	
25. Chandigarh Administration	1. Hindi 2. Punjabi  3. English		The students who take Hindi as First language are required to take Punjabi from class IV. Similarly those who take Punjabi as First language are required to take Hindi as Second language from class IV. Class III (ordinary schools) : L.K.G. (Model schools)	
26. Dadra & Nagar Haveli	Hindi Gujarati Marathi English		Vth Ist Is Vth	
27. Delhi	(a) <b>At the Middle Stage (Classes VI to VIII)</b> (i) Hindi			

1	2	3	4	5
		(ii) English		
		(iii) Sanskrit/a composite course of Hindi/any regional language/any other language prescribed by Central Board of Secondary Education.		
		<b>(b) At the Secondary Stage (Classes IX and X)</b>		
		(i) All students would study three languages up to class VIII.		
		(ii) Third language to be studied up to class VIII and examined internally. If the student does not qualify in the third language, he should be re-examined in class IX by the school concerned in the same syllabus and textbooks as are prescribed for class VIII. Those who are still unable to clear it by the end of the class IX, are given another opportunity to clear the same in class X. The student has to qualify the first and second languages under the normal promotional rules. Thus, pass in all the three languages is a pre-requirement for appearing at the secondary examination of Central Board of Secondary Education, Delhi.		
		(iii) Two languages must be studied in classes IX and X and the student would be examined externally by the Board in these languages. These two languages should include either Hindi or English, as one of them, as prescribed by the Central Board of Secondary Education, Delhi and should be any two out of a list of following 26 languages drawn up by the Board :— Hindi, English, Assamese, Bengali, Gujarati, Kannada, Marathi, Malayalam, Manipuri, Oriya, Punjabi, Sindhi, Tamil, Telugu, Urdu, Sanskrit, French, German, Russian, Arabic, Persian, Nepali, Portuguese, Lepcha, Limbu and Tibetan.		
28. Goa, Daman & Diu	1. Mother tongue (Marathi, Konkani, English, Kannada, Urdu, Hindi, Gujarati etc.) 2. Hindi 3. English	Primary to Secondary		
29. Lakshadweep	Same as Kerala	Standard V to X Standard III to X		
30. Mizoram	(i) Miso—Class A (ii) English—Class III (iii) Hindi—Class IV	Same as Kerala		
31. Pondicherry	1. Hindi VI to X as First language in Pondicherry and Karaikal, V to X in Mahe and Yanam as Third Language. 2. English I Standard to X Standard.	Three Language Formula is adopted only in Mahe and Yanam regions and Two Language Formula in Pondicherry and Karaikal regions. The administration follows the educational pattern as obtaining in the neighbouring States.		

### (c) PROBLEMS OF CBSE STUDENTS

The Central Board of Secondary Education (CBSE) has more than 1600 schools affiliated to it from all the States and most of the Union Territories of India including 24 schools abroad. Over 2 lakh students appear for the Board's examinations every year.

The CBSE was established by the Government of India to provide continuity in the studies of those students whose parents are in Government service/Defence Sector/Public Sector Undertakings, etc. and are transferable throughout the country. These students seek admission to institutions of higher learning in Universities/Professional courses in the States from where they have passed the Senior School Certificate Examination conducted by the CBSE.

#### **Difficulties in Admission**

CBSE students experience a number of difficulties as regards admission to institutions of higher learning/Universities/Professional courses for the following reasons :—

(a) Marks secured in the Board's examinations are often made sole criteria for admission. A number of institutions of national significance like IIT/AIIMS are holding competitive examinations for admission. This gives a fair chance to every student to prove ability and admissions are based on merit as proved in the test. This practice has been welcomed by all sections. However, the normal criteria for admission in most of the colleges and universities is the aggregate marks obtained by the students which suffer from the following defects :—

- (i) Boards generally award non-normalised or unsealed marks. Without scaling or standardising, marks of different subjects cannot be added. Hence, aggregate marks do not indicate the true merits of a student.
- (ii) Some boards are very liberal in awarding marks. Their students, because of high marks, have an edge over CBSE students.
- (iii) If the universally accepted common standard for scaling by using the same mean, namely 50 and the same Standard Deviation, namely 10 is adopted, it will be possible to compare marks obtained by a student of one board with that of another.

#### **Non-Grant of Equivalence**

Majority of States had switched over to the national pattern of 10+2+3 including the CBSE. However, some States still follow 11-year Higher Secondary or Secondary Education after Class X, followed by one year of Higher Secondary/Pre-University education followed by 3-year degree course.

Upon introduction of the 10+2+3, the Association of Indian Universities has resolved to grant equivalence to +2 stage to CBSE to be treated in all the States where this pattern of education is in vogue at par with +2 Stage.

In all the States where the pattern of education is such as to require 14 years for the first degree (11+3) the new +2 stage of CBSE be treated as equivalent to a pass in the first year of the three-year degree course or for admission to the first year of the two-year degree course.

In spite of clear grant of equivalence, some States insist on equating students who have passed out of Class XII with those of Class XI of the State system. Currently, a notable example is the Punjab University.

### **Other Technical Impediments Amounting to Discrimination**

- (i) Submission of eligibility certificate
- (ii) Submission of domicile certificate
- (iii) Submission of evaluation certificate
- (iv) Declaring students not following the State educational system as outsiders and hence ineligible.

### **Non-recognition of SUPW as a subject**

Upon the introduction of 10+2 pattern and as part of the National Policy which also received approval by the Council of Boards of Secondary Education in India. Socially Useful Productive Work was introduced into the Board's syllabus as a compulsory component of the curriculum at the Secondary/Senior Secondary stages. This has also been accepted by the Association of India Universities as meeting the requirements of the subject. Accordingly, CBSE requires, for certification at the end of Class XII :

1. One Language.
2. Socially Useful Productive Work.
3. Any three elective subjects from the approved list.

Some universities still insist on five academic subjects as eligibility condition for admission. This has forced the students to take an additional subject in order to meet the requirements imposed by the universities. It may be pointed out here that the Board of High School and Intermediate Education, U.P. requires only one language and three electives for pass.

### **Pre-mature Closure of Admission Date**

Some States close the date of admission long before the CBSE results are out putting to unnecessary inconvenience to those students passed out from CBSE.

In view of the difficulties mentioned above some of the affected schools are seeking dis-affiliation from the Board affecting the prestige and existence of CBSE school.

### **C.B.S.E. Suggestions**

1. The equivalence decided by the Association of Indian Universities, New Delhi be accepted for the purpose of admission to the professional/higher courses.
2. In determining eligibility criteria for admission, students from the State Board and from CBSE be treated at par, as is done for instance, in Maharashtra.
3. Admission to higher courses/professional courses be made on the basis of common Open Tests.
4. If feasible, normalise score from different Boards according to a standard formula as adopted by the Birla Institute of Technology and Science, Pilani (Appendix A).
5. Admission to be made on a pro-rata basis as is done by Gujarat State according to the formula (Appendix B) from the eligible candidates which is fairly acceptable.

In order to tackle the problem on long term basis, the CBSE offers a few suggestions for consideration by the Government of India, Ministry of Education and Culture, New Delhi.

- (i) That some Central Colleges be started by Government of India for the benefit of candidates coming from All-India scheme like CBSE.
- (ii) That some other Independent agencies like Public Trust, Societies be permitted to start such colleges, or a Central University to meet the admission requirement of CBSE students and others following National Pattern of Education.

**SUGGESTED FORMULA FOR STANDARDISATION OF MARKS***(As followed by the Birla Institute of Technology and Science, Pilani)*

The normalised aggregate % of each candidate is calculated with reference to the highest marks awarded in his Board/University in that examination and the merit list is prepared in the descending order of the normalised aggregate % (NPC).

The assumption is that the first rank student of one large Board/University is academically equivalent to the first rank student of another large Board/University. That is to say that the normalised aggregate % of the top student from each large Board/University is 100. This way the aggregate percentage of all candidates from different Boards/Universities, is brought to the same base.

**For example :**

NPC of candidate with 70% aggregate in the Hr. Sec. Examination from Maharashtra Board in 1979 where the aggregate % of the top student in this examination is 90.67.

$$70.00 \times 100$$

---


$$90.67$$

Similarly NPC of all candidates from Maharashtra Board can be calculated.

Similarly NPC of all candidates with 70% aggregate in the Inter Science Examination from U.P. Board in 1979 where the aggregate % of the top student is 83.6%

$$70.00 \times 100$$

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$$83.6$$

Similarly NPC of all candidates from other Boards will be calculated.

In this way the normalised aggregate % of all candidates is calculated with reference to the highest aggregate % awarded in their own Board/University in that examination.

APPENDIX 'B'

ADMISSION DATE—1982

(Allotment of seats for CBSE students for professional courses fixed up by Gujarat Government).

	Medical	Engineering
1. No. of CBSE students passed with 55% or above as per eligibility rules . . . . .	92	92
2. No. of Gujarat Hr. Sec. students passed with 55% or above as per eligibility rules . . . . .	3288	3288
3. Total No. of seats for admission . . . . .	575	1224
4. Admission seats for CBSE students on the pro-rata base	17	34
5. % of last candidate admitted.		
(a) CBSE Students . . . . .	198/310 63%	180/310 68%
(b) Gujarat Hr. Sec. Student . . . . .	325/450 72.5%	290/450 64%
Further division of seats station—wise under pro-rata		
Ahmedabad . . . . .	6	02
Baroda . . . . .	4	10
Jamnagar . . . . .	3	..
Surat . . . . .	3	4
Morvi . . . . .	..	3
Pental (Ahmedabad) . . . . .	1	..

N.B. 1. The above information, apart from the knowledge point of view is also important to convince a student or guardian leaving the school after X and going to Gujarat State Hr. Sec. examination with a notion that admission to CBSE students are not possible.

2. Reserved seats under S.C., S.T., & E.B.C., are also given to CBSE students. Under pro-rata basis such seats, if not applied for, are also converted to open merit seat for CBSE students. This further adds to our seats.

3. Pro-rata seats, apparently may be less, yet the total number of CBSE students seeking admission being equally a small number, ultimately the competition is within a very small number of candidates. This always increases the probability irrespective of the P.C. of marks, of getting the admission.

4. As per some talks with the Professors in charge for admission at Medical & Engineering, it is felt that every year we (the principals) should try to be very punctual in supply in the necessary data required by them to count the pro-rata seats. Needless to say that it is in our own interest.

## ITEM NO 7. EDUCATIONAL TECHNOLOGY AND UTILISATION OF MEDIA FACILITIES FOR SCHOOL EDUCATION

The Ministry of Education started an Educational Technology Programme in the Central Sector of the Fourth Five Year Plan in 1972. The programme aims at deploying the resources of Educational Technology for bringing about a qualitative improvement in education, for widening access to education and reducing existing disparities between different regions of the country as well as different sections of the population. The Scheme was formulated in the content of expansion of television facilities and the possibility of a Satellite being made available for educational purposes. It was an attempt on the part of the Ministry of Education to create an infrastructure at the Centre and the States which would make it possible for education to derive the advantage of the new medium of television. The scheme was intended to stimulate the use of television as well as other instructional media, notably radio and film, to improve the quality of education.

2. The Scheme was centrally sponsored and envisaged the setting up of an Educational Technology Unit in the Ministry, a Centre for Educational Technology (CET), in NCERT for research, training and prototype production and Educational Technology Cells (ET Cells) in the State Departments of Education for promoting the use of educational technology for the expansion and improvement of education in the State. The CET was set up in 1973 and received UNDP assistance in the form of equipment, experts and fellowships upto March 1980. The State Governments receive 100% Central Assistance for the setting up, maintenance and programmes of the ET Cells for a period of five years after which they become the responsibility of the State Governments. So far ET cells have been set up in 21 States, the only uncovered State being Tripura. The Union Territories were not covered under the programme.

3. Though the programme was initiated in 1972, it took off only with the launching of the Satellite Instructional Television Experiment (SITE) in 1975-76. Under SITE, Instructional Television Programmes were transmitted directly from the Satellite to reception sets in rural areas. The experiment covered 2,330 villages in widely separated clusters in 6 States (Andhra Pradesh, Bihar, Madhya Pradesh, Karnataka, Orissa and Rajasthan). The television programmes were transmitted in the morning to primary schools and in the evening to the general population.

4. Even though the programme has moved slowly its impact has not been inconsiderable. Within the pressures of the traditionally oriented educational systems, CET and ET Cells symbolise the potential of new methods and techniques of education which promised a break-through. In the 6 SITE States a significant experiment was carried out whereby the advantages of television were brought to the most backward areas of the country. Commonly devised programmes, viewed simultaneously by a mass audience highlighted the potential of television for widening access to education and information. The experience of the multi-media teacher training programme during SITE was a spectacular contrast to the traditional teacher training methods. By addressing television programmes to the primary school as a whole, the conventional basis of imparting instruction on the basis of differences of class and age was set aside. The experiment also established the direct teaching role of television in certain instructional areas.

5. The experience with television was carried further in the use of radio broadcast for primary schools and teacher training. Teacher training programmes are being organised through radio and support material particularly in Kerala, Gujarat, Andhra Pradesh, Karnataka, Tamil Nadu and Assam. Radio broadcasts are being increasingly used for improving primary education e.g., in Tamil Nadu and Rajasthan. A noteworthy project in the use of radio for teaching first language (Hindi) to primary school children is being carried out by CET in collaboration with ET Cell, Rajasthan.



6. Another worthwhile impact of the programme has been the increasing interest among educationists in knowing the impact and utility of broadcast programmes, both as a means of improving the quality of specific broadcasts, and as a basis for policy formulation.

7. In order to carry further these achievements and to consolidate the impact of the programme, it has been decided to strengthen ET Cells in all the States and to set up ET Cells in the Union Territories. A review Educational Technology Scheme has been formulated under which production facilities are proposed to be given to ET Cells along with the necessary staff. This revised scheme has been circulated to the States for sending proposals for Central Assistance.

8. As early as July 1979, the Ministry of Education initiated steps to develop a plan of operation for the utilisation of television and other facilities that would become available with the launching of the first Indian National Satellite then expected in mid 1981. The Space Applications Centre, Ahmedabad was requested to prepare a paper which was considered at a meeting convened by the Ministry of Education, under the Chairmanship of the former Education Secretary in January 1980. Representatives of all concerned Ministries/Departments/Organisations attended the meeting. It was agreed that an all-out effort should be made to take the fullest advantage of the radio and television facilities of the Satellite and for that purpose detailed plans should be prepared. To this end, it was decided that urgent steps should be taken to involve all user Ministries in the preparation of a software plan for INSAT utilisation. The meeting for the purpose could be convened by the Ministry of Education or the Ministry of I & B as the nodal Ministry for Broadcasting. It was also decided that the Ministry of Education would have its own group for preparing plans for the educational component.

9. In February, 1980 the Ministry of I & B set up a Working Group to draw up a detailed software plan for utilisation of INSAT through the medium of television. The Working Group consisted of representatives of all user Ministries and other Departments concerned. During discussions of the Working Group of Ministry of I & B, it was suggested that the user Ministries should take an active part in the production of programmes meant for their specific uses. The Ministry of I & B emphasised that the television facilities of INSAT should be used as an aid to economic and social development and benefit as large a population as possible, particularly in rural India. The programmes, should, therefore, be relevant, meaningful and effective so as to ensure the participation and involvement of the people in the task of development. It was thus necessary to develop production capabilities at a decentralised level. In view of the discussions in the Ministry of I & B, it was decided by the Ministry of Education that the responsibility for the production of educational television programmes would be gradually taken over by the educational authorities from Doordarshan.

Keeping in view this major decision, the Ministry of Education set up a Study Group in May, 1980 to plan the educational component of INSAT television utilisation. The Study Group had representatives from all concerned Departments and Ministries, aspecialists from a number of institutions as well as individual experts in different areas. The Study Group considered in detail the implications arising out of the decision that the educational authority shall be responsible for the production of educational television programmes in terms of an infrastructure and manpower requirements, training requirements and identified approaches, priorities, target audiences and themes for programmes. The Study Group recommended that programme production centres should be set up in the INSAT States in a phased manner.

11. This decision to set up programme production Centres in the States was conveyed to the Ministry of I & B so that it could be reflected in the Cabinet note being prepared by them. The Cabinet approved the proposals of the Ministry of I & B for utilising television capabilities of INSAT and providing the necessary ground segment.

12. On the basis of the recommendations of the Study Group, a Memorandum was prepared for the Expenditure Finance Committee containing in detail the proposals for utilising the INSAT tele-

vision facilities. Besides setting up production centres in the INSAT States, it was proposed to strengthen the Centre for Educational Technology (CET) in NCERT into a Central Institute of Educational Technology (CIET). It was also decided that the remaining States/UTs should be prepared for participation in the INSAT programme in future through the revised educational technology scheme. The EFC at its meeting in July 1982 approved the implementation of the following four proposals :—

- (i) Establishment of a Central Institute of Educational Technology (CIET) for promoting and coordinating production of ETV programmes in the INSAT States.
- (ii) Establishment of a State Institute of Educational Technology (SIET) in each of the six INSAT States for promoting production of ETV programmes on a localised basis.
- (iii) Continued implementation of an expanded educational technology programme in the remaining States for initiating the creation of production capabilities so that they gain the necessary experience and develop the necessary potential for ready participation in the INSAT programme in due course.
- (iv) Introduction of the expanded educational technology programme in one State (Tripura) and nine Union Territories.

13. In the immediate future the major priorities of educational programming, particularly in relation to the use of radio and television facilities for educational purposes would be:—

- universalisation of elementary education, both formal and non-formal;
- non-formal education for adults, linking education to economic and social tasks;
- development of vocational and professional skills;
- training for citizenship;
- popularising science with a view to developing a scientific outlook;
- promoting national integration; and
- providing information about themes of national importance—population education, energy conservation, preservation of wild life, environmental sanitation, nutrition and health.

Keeping in view the large requirements of teacher education, the mass media will be used to train teachers to provide straight forward help in formal school teaching. Teachers' programmes would be made for the following broad purposes :

- to broaden the horizons of teachers;
- to provide straight-forward help in formal-school teaching; and
- to assist in appreciation of the objectives of the educational uses of television and radio under INSAT to ensure better utilisation.

However, till such time as the State production centres are set up and become fully operational, the programmes would be limited to elementary education, non-formal education and teacher training.

14. It would be relevant to state that notwithstanding the failure of INSAT-1A, we are going ahead with the implementation of the programme because of the basic decision to take over the responsibility of the production of educational television programmes. We have to produce programmes irrespective of the transmission mode which is the responsibility of Doordarshan. Though INSAT-1A is no longer operational, INSAT-IB will be available by middle of 1983. Besides, terrestrial transmission facilities and microwave links are also available. In addition, Doordarshan, has set up a number of low power transmitters in the context of ASIAD. Television facilities are also proposed to be expanded by Doordarshan as part of their normal activities. Thus a large amount of transmission facilities are available for the educational programmes that will be produced by CIET and the State production centres. Thus the failure of INSAT-1A does not in any way affect the validity of our project.

15. In December, 1980 the Ministry of Education organised a National Workshop on Educational Broadcasting in collaboration with AIR, Doordarshan, NCERT and other organisations concerned. The main achievement of this workshop was the preparation of Draft Guidelines for Educational Broadcasting. These Guidelines have the support of the Ministry of I & B and have been circulated to the States/UTs for comments before they are adopted as a formal policy statement. A copy of the guidelines is at Annexure I.

16. Though attention has so far been limited to prepare detailed plans for utilisation of television facilities for education, Radio broadcasting for education has not been lost sight of. The Ministry of Education has set up a Study Group on Radio Utilisation for Education to go into various aspects of the matter as was done by the Study Group on Television Utilisation. The Radio Group has commenced its work and has set up for Sub-Groups.

- (i) Programme utilisation and evaluation
- (ii) Policy, planning and coordination
- (iii) Hardware
- (iv) Staffing and training

Representatives of all concerned Ministries and Departments and specialised institutions are members of the Study Group and its Sub-groups. As was done for ETV, here again a detailed project for educational radio broadcasts (ERB) will be formulated on the basis of the Report that this Study Group will submit.

17. For immediate improvement in the utilisation of radio broadcasts for education, it is proposed to involve the four Regional Colleges of Education of NCERT at Ajmer, Bhopal, Bhubaneswar and Mysore to coordinate with the State Education Departments and AIR. Two Committees have been set up in each of the Regional Colleges—one for Coordination and the second on Academic Committee for Working out the radio syllabus. The NCERT will prepare guidelines in collaboration with AIR and Doordarshan for the Regional Colleges for utilisation of radio broadcasts for education. The NCERT is also separately setting up a Committee to prepare the radio syllabus. The technical facilities available in the Technical Teacher Training Institutes at Bhubaneswar, Calcutta, Chandigarh and Madras will also, to the extent possible, be utilised for the production of prototype radio and video programmes.

18. It would be relevant to state here that the utilisation of radio and television facilities for education has so far been at the initiative of AIR and Doordarshan. The educational authorities have taken little interest in the utilisation of the programmes, leave alone their planning and production. Radio educational broadcasts have been in existence for almost 40 years but their utilisation has been extremely poor. Educational television programmes have also been available since the last 15 years or so, without much involvement of the educational authorities. With the establishment of ET Cells there is some involvement of the educational authorities atleast in the planning of educational broadcasts. The effort is, however, too small to show any visible impact on the better utilisation of media facilities for education. With the decision to take on the responsibility for the production of educational television programme and the setting up of the necessary production infrastructure at the Centre and the state level, there will be more and better utilisation of the media for educational purposes.

**BROADCASTING FOR EDUCATION AND DEVELOPMENT-DRAFT GUIDELINES****I. Role of Educational Broadcasting**

1.1. Educational Broadcasting has an important role to play in furthering education for development. The role is more significant in the context of situations obtaining in developing societies like India which are faced, on the one hand, with the problem of a huge percentage of illiteracy and heavy dropout rates and, on the other, with the emergent need to provide greatly increased access to education in formal and non-formal systems of educational. Educational Broadcasting can become a major instrument of education as well as a significant component of distance and alternative learning systems for various categories of learners. More specifically, educational broadcasting can be used;

- (a) as a means of motivation—informing the people to sense of participation in national development;
- (b) as a major component of the non-formal education system—providing an alternative approach to the education of out of school children, youth and adults;
- (c) as a direct instructional medium dispensing with the need for an intermediary;
- (d) as an enrichment of the formal system of education where it can fill instructional gaps, up-date knowledge and bring in new learning experiences;
- (e) as a training component for teachers (instructors) and supervisors;
- (f) as a means of imparting vocational (agricultural and industrial) and professional (medical and engineering) skills.

Educational Broadcasting would thus move away from syllabus oriented approaches, emphasise direct teaching and aim at reduction of load in the class room. It would as well be used to improve the quality of educational programmes through training of manpower.

1.2. In a country like India, for many years to come, the radio will have a large reach but to the extent that both radio and television are available, there are certain specific priorities that need the primary attention of both media during the next ten years. These priorities are:—

- (a) universalisation of elementary education both formal and non-formal;
- (b) non-formal education for adults, linking education to economic and social tasks;
- (c) development of vocational and professional skills;
- (d) training for citizenship;
- (e) popularising science with a view to developing a scientific outlook;
- (f) promoting national integration;
- (g) providing information about themes of national importance—population education, energy conservation, preservation of wild life, environmental sanitation, nutrition and health.

**2. Group Priorities**

2.1. For universalisation of primary education emphasis should be laid on girls, rural and urban poor and various disadvantaged groups.

2.2. For non-formal adult education the priority target groups should be illiterates and neo-literate. Special emphasis should be given to education of women and various disadvantaged groups.

2.3. For training of teachers the main target groups are primary school teachers, adult education instructors, supervisors and project officer.

### 3. Policy and Management

3.1. A first requirement is a national decision to use educational broadcasting for the attainment of the objectives and priorities stated above. Such a decision must ensure that Educational Broadcasting should be integrated within the total educational system. It means that the responsibility for policy and management of educational broadcasting should be with the educational authority. Under these conditions, the institutions which would give effect to policy and management are :

- (a) advisory bodies at the national and state levels, and
- (b) educational technology institutes at national and state levels.

3.2. These advisory and executive institutions would have the responsibility for all the media aspects of education, namely, policy formulation, planning and production of programmes, organisation of utilisation, feed back and evaluation, training of personnel, providing print support and publicity. They will also have responsibility for establishing the financial estimates of programmes.

3.3 These institutions should be part of the educational infrastructure of the country. They must have operational freedom and cover all levels and forms of education.

3.4 By its very nature, broadcasting addresses itself to a mass audience. However, in addition to serving national interests on a larger scale it is essential that educational broadcasting should take cognizance of localized needs, differences in language and culture and other similar phenomena and be so organised that it can be regionalised or even localized. To meet the latter need advisory bodies for regional and local broadcasting stations should be set up.

### 4. Planning and Production of Programmes

4.1 There should be a national framework within which the priorities, broad areas, themes and objectives of programming for educational broadcasting should be split out. Appropriate and similar action should be carried out at regional, state and local levels.

4.2 Planning of programmes should be a cooperative efforts, involving the participation of curriculum developers, subject specialists, practising teachers, script writers, social scientists and producers.

4.3. Audience profiles, need-assessment studies should be the essential inputs for all programme series. The series must have specific objectives and broad content areas leading to programme briefs. Some prototype programmes should be produced and pre-tested for possible revision before the series is launched.

4.4. As part of Educational Technology complexes, resource centres for software should be formed at Central as well as State levels to act as clearing houses for exchange of information and material. Audio tape/cassette/video tape libraries should also be developed.

4.5 For effective educational broadcasting, producers should be conversant with the sociocultural milieu and should preferably be drawn from the region for which these programmes are meant. Such producers should be professionally trained in coordinating the creative and technical resources of broadcasting and also have sufficient subject knowledge.

4.6. Involvement and participation of the audience should be a major consideration in evolving the credo of programme of planning and production.

4.7. Scripts should generally be prepared by subject specialists, teachers and others who have been trained in writing for the media. They must have flair for creative writing and should be able to ucture ideas for radio/television programmes.

4.8. For effective presentation of educational programmes, the presenter should be a good communicator, carefully chosen for the purpose. The presenter need not necessarily be the script writer himself. He should be given training in the techniques of presentation.

4.9. For educational film and television, the precision and quality of visual inputs are critical for successful production. Hence the personnel involved in the preparation of visual inputs, such as graphics, animation, puppetry, model making etc., should be talented artists. It is necessary that pre-service and inservice training facilities should be provided to familiarise them with the need and techniques of the media.

## 5. Utilisation of Programmes

5.1. To ensure full and effective utilisation of educational broadcasts the three most important factors are :

- (a) availability of receiving equipment;
- (b) training of teachers, instructors, etc., who are incharge of classroom and other teaching centres using the media;
- (c) production of programmes appropriate to the level and needs of the listeners/viewers.

5.2. It has to be ensured by Government that all schools and learning centres are adequately equipped with listening/viewing facilities and also ensure supply of electricity during the educational broadcasts. The possibility of public funding, participation of the community and international agencies like UNICEF, UNESCO, FAO, WHO, etc. may be also explored.

5.3. Rural areas outside the reach of broadcast signals will have to be provided with tapeplayback equipment for re-play of radio broadcast programmes previously recorded at a central, regional or local station. The District/Block level educational authorities should take the initiative in the distribution and circulation of these programmes.

## ITEM NO. 8. PROBLEMS OF UNIVERSITY AND HIGHER EDUCATION

### (a) SUGGESTION OF THE MINISTRY OF EDUCATION AND CULTURE

The general approach to the development of higher education during the last 10 years has been that there should be greater restraint in the establishment of new institutions except in backward areas. New institutions of higher education should be established only if their need is clearly established on sound academic considerations and availability of adequate resources. Location of a new institutions should be planned carefully and the existing ones should be rationalized to the extent possible. Facilities for extension of higher education should be provided through channels of non-formal education such as correspondence courses.

The University Grants Commission has formulated certain guidelines for establishment of new institutions. According to these guidelines, the State Governments concerned should conduct a survey of the existing facilities for higher education in the State for determining the projected needs and that the U.G.C. should be associated with such surveys. Thereafter, the State Government should furnish preliminary information of their proposals to establish new universities to the Commission in a specified form. New universities have also to fulfil certain conditions stipulated in the rules framed under Section 12-A of the U.G.C. Act for the purpose of financial assistance from Central sources.

Despite all these, several new universities have been established by the State Governments in some cases, even through promulgation of Ordinances. The present position is that there are as many as 16 universities in the country which are yet to be declared fit for receiving the U.G.C. assistance although all of them have been established under enactments of the State Legislature.

The Education Minister has recently written to the Education Ministers and the Chief Ministers of all the States urging the need to initiate adequate consultations with the Central Government and the U.G.C. before establishing new universities. She has also suggested that there should be such consultations with the Central Government and the U.G.C. in the matter of amendments to the existing legislation of various universities. Such consultations with the Central Government and the U.G.C. on university legislations would develop a healthy convention and ensure that:—

- (a) new universities are established only when establishment of such institutions is fully justified on sound academic considerations and availability of resources; and
- (b) there is a broad measure of uniformity in the pattern of governance of universities.

It would, therefore, be desirable and necessary to establish and develop such a convention with the co-operation of all the State Governments.

Establishment of new colleges in various States has also to be regulated on the basis of similar criteria. The number of new colleges established in some States is a matter of concern. During the last 5 years, 405 new colleges were established. Over 80 percent of these new colleges were only in seven States. It has, however, to be noted that the over-all enrolment has not been increasing substantially during the last decade or so. The average annual rate of growth during this period was only 3.5 per cent. Against this background, the increase in the number of colleges obviously leads to a situation in which a large number of colleges continue to remain non-viable due to low enrolment. It would, therefore, be desirable that such State Governments formulate a more rigorous procedure for grant of permission to open new colleges and enforce them strictly.

Apart from efforts to regulate the expansion of higher education facilities, there are several issues which require urgent attention on the part of the State Governments in order to ensure a reasonable level of standards in higher education. Some of the major issues in this context are :—

- (i) The programmes of re-structuring under-graduate courses for which detailed guidelines have been circulated by the U.G.C. should be taken up by each university with a sense of urgency. This would involve revision of the curricula, updating the contents of course, introduction of new methods, etc. This would make the general run of courses more meaningful to the students and relevant to our national development objectives.
- (ii) As a part of restructuring of courses, the U.G.C. has suggested introduction of application-oriented subjects in various courses at the first degree level. Acceptance and implementation of the proposals would increase the employability of graduates and might contribute significantly to reduce the extent of general unrest among the student community.
- (iii) Another area which require urgent attention is examination reforms. The examination reforms have to be vigorously pursued so that the reliability and credibility of university examinations are maintained. The plan of action suggested by the U.G.C. will have to be implemented seriously.
- (iv) Adequate provision should be made for maintenance support to the university and colleges. There have present level of support available to certain universities is not adequate. It is necessary that the State Governments ensure that adequate funds are placed at the disposal of universities and colleges so that they are in a position to maintain reasonable standards of education.

**(b) SUGGESTION FROM DR. B. D. SHARMA VICE-CHANCELLOR  
NORTH-EASTERN HILL UNIVERSITY (SHILLONG) FOR REVITALIZATION  
OF THE UNIVERSITY SYSTEM**

Growth of higher education in our country after independence has been phenomenal. The number of Universities now is more than 125 and the number of colleges is more than 5,000 with a student population of 2.7 millions. The relevance of University education to the national need and its basic structure has been considered at length by the Education Commission and further considered thereafter by a number of Committees set up from time to time. A number of structures and designs are also being tried out. But the fact remains that the much criticised system continues to grow and influence our national scene in a variety of ways, many of which are a cause of serious concern. Some of the important aspects may be considered by the Central Advisory Board of Education.

**(i) All-India Character of the University System**

With all their defects, the Universities in the pre-independent India functioned as focii of intellectual activity where academicians from different parts of the country belonging to different sections of the society could interact and contribute to the educational advancement of the nation. One can recall a number of outstanding Universities specialising in different areas with names of some of the stalwarts associated with them. Most of these institutions have suffered a steep decline in the past years. The University scene today comprises a few tall figures with multitude of minions, some of which are not even worthy of a status of a good post-graduate college. A number of factors are responsible for this sorry state like inadequate facilities, establishment of institutions without adequate preparations, lack of objectivity in overall administration of these institutions.

Most of these elements are remediable. But one of the worst casualties in the post-independence period has been the All-India character of the University system. As in all other walks of life, every institution is viewed by our emerging elite to serve its purpose rather than serving the basic objective of the institution for which it is established. In this context, all weapons in the arsenal of this group are used to corner the benefits which may be conceived of as soon as an institution is established or its



growth is envisaged. The selections to the Universities, therefore, are now largely guided by considerations of caste, region, ethnicity, etc. Each University is tending to become, if it has not already become a 'closed shop', an exclusive preserve of the graduates of that institution and groups belonging to limited area or the right sections. They have become centres of inbreeding mediocrity.

While most of the institutions have already closed their doors in this way, some of the better institutions are aiding this process from another direction. Everyone who joins them once continues to be provided within the institution itself through schemes like merit promotion, etc. thus inhibiting any mobility in the University system. In their turn, these institutions themselves are becoming victims of inbreeding and their initial vigour cannot be expected to last for a long time. Thus we have reached a stage where the University system, notwithstanding heavy investments on it, is no longer an area which provides the best opportunity for intellectual growth and academic excellence in the country. If the nation is thus deprived of this basic intellectual input in the countless emerging fields of critical importance in the present stage of growth and development, it will have far-reaching implications for our national endeavour to achieve fast development with social justice.

The selections to the University system provide one of the most absorbing past-time for most of the members of the system and a perpetual and fertile ground for outside intervention. Consequently there is never ending turmoil all over. Those who miss the change in one selection begin to pull wires for the next and so on. It is necessary that the University system is immunised from this virus and allowed to attend to the basic issues in education, research and extension.

In some of the well-known Universities in the world, there is a convention that the graduates of that University cannot seek appointment at the initial entry level in the same University. They must go out to some other University as Lecturers and can flow back to their parent institutions only at higher levels. Even in many other walks of life in our own country, systems are in vogue to maintain the national character of services like the All-India Service and the judiciary. It is high time that the All India character of the University system is re-established.

*The Central Advisory Board may recommend to the Government of India to enact a Central law to the effect that not more than 50 percent appointments at the first entry point i.e. as Lecturers in a University shall be open to the graduates of the University itself. Secondly, a series of University Service Commissions may be established by the States (or a group of States) as also the Central Government who may be entrusted with the task of recruitment of teachers at all levels.*

## **(ii) Consonance between University Education and Socio-Economic Situation**

The University Grants Commission have advised the University to restructure their undergraduate education which may broadly comprise a foundation course at a core academic programme, non-traditional course and extension. Some beginning has been made in some of the Universities which are showing great promise. However, one aspect of University education remains ignored, namely, the consonance between what is being taught in the class rooms of the University and the socio-economic situation around.

Most of our University courses drew heavily on source materials from abroad and the conceptual frames developed there. To some extent, this is inevitable since knowledge does not recognise national boundaries and if new researches and advances are being made in the Western countries, our Universities will have to borrow from there. Nevertheless, the local situation can be ignored only at a heavy cost both in terms of academic excellence in applied disciplines and national development effort.

The overall mental make-up of an individual is determined by what he studies and the impressions of student days are carried by him throughout his life. The responses of these young men, when they occupy the decision-making positions, are conditioned by the academic frame. Most of them have learnt to look at our problems through the Western eyes with certain inevitable unhappy consequences. This

has detrimental effect even on the academic growth of the students. For example, when a student of Economics does not find any consonance between the principles which are being taught in the class and the system in which he lives, he is unable to draw upon experience and exercise judgement. His learning is nearly an intellectual exercise based on certain promises about which he is not sure. He is given in to the authority of the book which is antithesis of the spirit of enquiry. This cannot provide a sound foundation for academic growth of our students.

The Universities are also expected to provide a forum where a number of socio-economic issues which might be otherwise clouded or coloured by class, ethnic or political considerations. It is in the University system that can be discussed with objectivity and their findings can prepare the base for enlightened public opinion. The absence of close links of the academic system with the problems of the areas, therefore, inhibits these institutions from performing this important function. For example, bonded labour is known to exist in many parts of the country, in some cases in a virulent form. Yet it has been left to social workers and administrators to discuss this issue. It has not as yet become a live issue in the academic circles notwithstanding the fact that many a University is located in region which are plagued by this inhuman practice.

*The Central Advisory Board of Education may recommend to the University Grants Commission and the Ministry of Education that panels may be set up in different subjects which may consider the question of bringing about consonance between the University courses and the socio-economic situations and provide guidelines to the Universities for achieving the same.*

### **(iii) Delinking University Degree and Jobs—A Beginning**

The last major issue which is placed before the Board is about the growing numbers in the University system and their deadening effect on it. The strength of under-graduate classes runs into hundreds which cannot provide an opportunity for meaningful dialogue between the teachers and the students. Some measures have been taken to off-load some of the aspirants through Open University, Correspondence Courses, etc. The numbers, however, continue to grow. The basic reason for this crowding is that degree of a University is a must for an individual's entry to higher position in life. It has also acquired social prestige. The question of delinking the University degree from jobs has been considered from time to time but no firm decision could be taken. It is felt that a beginning in this regard should be made without any further loss of time.

Attention is invited to some latest developments in recruitment to public services. The number of applicants for a variety of jobs has increased so much that recruitment has simply become an unmanageable task, and conditions for all sorts of mal-practices have been created.

The recruiting agencies face another dilemma. Although University degrees are prescribed minimum qualifications for a number of jobs, they find it difficult to rely on the very same certificates of the Universities whose standards differ so violently that it is impossible to make any sense out of them. The first class of many Universities may not even be equivalent to an ordinary second class of some of the Universities. But no agency can afford to take a formal stand on this and make distinction on the basis of institutions from which the candidates have passed their examinations unless the case is so bad that the degrees of an institution may be de-recognised. Therefore, the authorities are forced to organise their recruiting tests which themselves lack reliability and validity. But that is the only alternative. Even in admission to most of the prestigious institutions and professional courses, special competitive examinations had to be introduced for the same reason. All this is indicative of the redundancy of the certificates and degrees of the Universities. The question, therefore, is that if any recruiting agencies, which can afford, are now resorting to competitive examinations on their own, will it make any difference if the degree is removed as the essential qualification for entry to jobs? It may be argued that in that case the numbers will increase further and the task of recruitment will become still more difficult. This promise needs to be examined closely.

The Union Public Service Commission have switched over to a two-stage examination for the All-India Central Services since they were faced by the problem of increasing numbers in their examinations notwithstanding the minimum qualification of a degree for entry to those services. Now a preliminary examination is organised following objective-type testing, the candidates are screened and a short list is prepared who have to take an elaborate traditional examinations.

The number of candidates for the preliminary examination are now nearing a lakh or so. The conduct of the preliminary examination and marking has now been streamlined taking advantage of the latest developments in testing technique, use of computers, etc. The results are now more reliable notwithstanding the large number of candidates.

It is obvious that the number of candidates in the preliminary examination for the All-India Services is a small proportion of the total number of graduates who are passing out from University system. Most of them do not think of taking a chance since they know that it will be no use and that to get through the preliminary examination is really a difficult task. Now let us consider the consequences if degree is deleted as a minimum requirement for the All-India Services. The number of candidates appearing at the preliminary examination may increase marginally. Even if there is a substantial increase, the system is now so designed that it can well handle large numbers without in any way disturbing the preliminary examination schedule. Some non-graduates on the basis of their merits may be able to pass through the screening system and take the final examination. While this does not in any way affect the merit of recruitment system to the All-India Services, it would have done a great service by delinking the degree from the entry requirement for the most prestigious jobs in the country. Its impact will be gradually felt at the entry stage in the University system because the prestige attached to the University degree would have been knocked out.

*The Central Advisory Board of Education may recommend to the Government of India that they may consider the question of delinking the University degree from jobs. A beginning may be made by removing the minimum qualification of University degree for entry to All-India and Central Services for which recruitment is done through competitive examinations.*

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