

Jayid Hamid

REPORT
OF
THE GROUP ON MINORITIES EDUCATION

JANUARY 1991

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ACKNOWLEDGEMENTS

The Group on Minorities Education is indebted to the former Union Minister of State for Education, Shri Chimanbhai Mehta, the present Union Minister of Human Resource Development, Shri Raj Maangal Pande and Shri Bhagey Gobardhan, the present Union Minister of State in the Ministry of Human Resource Development, for the help and encouragement given by them and their Ministry during its deliberations. We are grateful to Shri Anil Bordia, Union Education Secretary, Shri S. Gopalan, Additional Secretary, and Dr. R.V. Vaidyanatha Ayyar, Joint Secretary, Department of Education for all the facilities provided by them during our meetings and interactions. We are also thankful to the Officers of the Central Government, U.G.C. and NCERT who participated in our deliberations and made presentations on behalf of their Organisations and Departments. We are particularly grateful to the State Governments who made arrangements for our visits to the States and meetings with officials as well as non-officials during our on-the-spot assessment of the status of implementation in the States. The Group also appreciates the valuable guidance provided and the interest taken by Shri R.K. Saiyed who could not continue his association with the Group because of his foreign assignment.

We wish to place on record our appreciation of the excellent work done by the Member-Secretary, Shri K.K. Khullar and his colleagues, particularly Shri G. Balachandran, Deputy Director, Shri A. Venu Gopal, Senior Systems Analyst, Dr. K. Oberoi, Ms. Savita Prabhakar, Shri S.N. Chakraborti, Shri S.P. Sehgal, Shri S.C. Gupta, Shri U.S. Rajput, Ms. Sarla Arya, Shri Vinod Kumar Verma, Shri E. Krishna Kumaran, Shri V. Nagarajan, Mrs. Uma Garg, Shri Chandra Kishore, Shri S.S. Butola and Shri Mohinder Singh. Our thanks are also due to Shri Rafiq-Ur Rehman, Assistant Director, Ministry of Welfare for his assistance to the Group. The hard work, commitment and dedication of this team has enabled the Group to prepare and present this report.

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(Saiyid Hamid)
Chairman
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Education

New Delhi
January 15, 1991.

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MEMORANDUM FOR THE DIRECTOR GENERAL
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Form No. D-7207
Date 7-9-99

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CHAPTER I

I N T R O D U C T I O N

The Government of India constituted on 23rd July, 1990 the following Group on Education of Minorities, particularly those which are educationally backward.

Shri R.K. Saiyed formerly Secretary Ministry of Communications Department of Posts C-II/24, Tilak Marg New Delhi - 110 001.	Chairman
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Dr. Khalique Anjum General Secretary Anjuman Taraqqi Urdu (Hind) Urdu Ghar, Rouse Avenue New Delhi - 110 002.	Member
Shri Saiyid Hamid President Anjuman Taragqi Urdu (Hind) Former Vice-Chancellor Aligarh Muslim University Hamdard Nagar New Delhi - 110 062.	Member
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Dr. Mumtaz Ahmed Khan President Al Ameen Education Society 5, Miller Tank Bund Road Bangalore - 560 052.	Member
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Member

Shri Mata Prasad
Additional Secretary
Ministry of Welfare
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Member

Shri K.K. Khullar
Consultant
Department of Education
Shastri Bhavan
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Member-Secretary

Prof. Rais Ahmed could not attend the meetings because of his foreign assignment. Shri Mata Prasad was replaced by Shri Mohammed Shafi Pandit, Joint Secretary, Ministry of Welfare and at present holding the additional charge of Commissioner for Linguistic Minorities.

2. The Terms of Reference are as under:

- (a) To review the recommendations/suggestions made by various Ministries/Departments of the Central and State Governments, Societies and Organisation; in respect of Minorities Education; and
- (b) To make recommendations on some measures which may be taken by the Central Government in the immediate future.

The Group was requested to complete its work within about a month.

The first meeting of the Group was held on 6th August 1990, in which the scope of the assignment and modalities of procedure were discussed. The Group took cognizance of the fact that Muslims and Neo-Buddhists comprised the educationally

backward minorities and decided that it should appropriately concentrate on them. Out of these the Muslim minority would need greater attention of the Group as (a) numerically it constituted one of the two largest communities and was spread over the whole country, and (b) according to a recent decision converts to Buddhism from Scheduled Castes had been made eligible for all the concessions and supportive assistance to which the latter were entitled. The Group also came to the conclusion that it would not be appropriate to rely exclusively on periodical progress reports and other written material ; it was necessary to make an on-the-spot assessment of how the Programme of Action under the New Education Policy 1986 and the 15-Point Programme were being implemented. Accordingly, it was decided to form a Sub-Group (Sub-Group I) to visit some of the major States. Owing to paucity of time the Sub Group selected the States of Uttar Pradesh and Bihar and the Union Territory of Delhi for assessing the implementation of the Programme of Action - 1986. It was also decided to constitute a Sub-Group (Sub-Group II) to draft the Report. The composition of the Sub Group is as under :

Sub Group I

(i)	Shri Saiyid Hamid	Chairman
(ii)	Dr. Mumtaz Ahmed Khan	Member
(iii)	Shri G.N. Mishra	Member
(iv)	Dr. Khallique Anjum	Member

Sub Group II

(i)	Shri Saiyid Hamid	Chairman
(ii)	Dr. Khalique Anjum	Member
(iii)	Shri G.N. Mishra	Member
(iv)	Shri Mata Prasad *	Member
(v)	Shri K.K. Khullar	Member-Secretary

* Replaced by Shri Mohammed Shafi Pandit.

It was agreed that the Chairman would be invited to all the meetings of the two Sub Groups.

3. Assessing the quantum of work, including visits to a couple of States, the Group concluded that its tenure needed to be extended by two more months i.e. upto 5th November, 1990, to suit the convenience of the State Governments for the visits. Accordingly, it requested the Chairman to seek extension. In case Government ask for an Interim Report, it should not take more than a month and a half to submit it.

4. At the second meeting of the Group held on 20th August, 1990 at Shastri Bhavan, New Delhi, Shri Anil Bordia, Education Secretary, who was specially invited, stated that the Government was deeply concerned about the educational deprivation of the poorer sections of minorities. He added that Government in order to strengthen the programme of education of minorities, wanted the advice of the Group regarding appropriate additions to the 15-Point Programme for the welfare of minorities whereafter it could be effectively monitored. He requested the Group to furnish its considered view within a month and a half in an Interim Report. He endorsed the idea of on-the-spot assessment relating to the implementation of the Programme of Action - 1986. The Final Report could be given to the Government after interaction with the various organisations and groups and the State Governments within a period of three months. The Group accepted the suggestion.

5. The Interim Report was finalised in the meetings on August 28, and September 13, 1990 and submitted to the Government on September 21, 1990. A copy of the Interim Report is placed at Annexure - I.

6. After the submission of the Interim Report, the Group took stock of the quantum of work required for the formulation and submission of the final Report. It was clear that the Committee would have to examine a large number of recommendations concerning the Central and the State Governments and also organise visits of its Sub-Group to the State to inter-act with eminent individuals and organisations engaged in the education of minorities. The Sub-Group constituted for the purpose visited the States of Bihar, Uttar Pradesh and the Union Territory of Delhi on October 22-23, 24-25, and December 19, 21 and 24 respectively. It is the Group's regret that because of paucity of time it could not visit the State of Maharashtra to assess the educational status of the Neo-Buddhists.

7. As Shri R.K. Saiyed, Chairman had to proceed on a UNDP assignment in Papua Guinea, in October, 1990, the Government requested Shri Saiyid Hamid to be the Chairman of the Group which he graciously accepted. The Government also extended the tenure of the Group up to January 15, 1991 for submission of the Final Report. In its meeting held on December 12, 1990 the Group drew up the work schedule of the Group and agreed to submit the Final Report on January 15, 1991.

8. The Group held six meetings in all. After the submission of the Interim Report and interactions with the State Governments the Drafting Sub Group held its meetings on December 27,28 and 31, 1990 and January 3, 1991, and prepared the final Draft of the Report which was duly circulated to all members of the Group on January 9 and January 11, 1991 for consideration and finalisation.

~~CHAPTER II~~

GIST OF MAIN DEMANDS, SUGGESTIONS AND RECOMMENDATIONS

ON MINORITIES EDUCATION MADE

FROM TIME TO TIME

Matters relating to minorities education have been discussed at different fora including the National Integration Council, Conferences of Minority leaders and intellectuals, and Conference of State Ministers dealing with minorities. The Reports of Expert Panels, Committees and Commissions including the Minorities Commissions at the Central and the State levels, have listed exhaustively the steps to be taken for minorities education. Suggestions have also been made in individual writings and books by experts and knowledgeable persons for uplift of the educationally backward minorities to enable them to participate fully in the national development process.

A resume of the major demands made by minorities as well as the suggestions and recommendations which have emerged from various Conferences and Reports of Expert Panels is given in this Chapter. The list of sources from which these demands/suggestions and recommendations have been taken together with abbreviations in brackets may be seen at the end of this Chapter.

I. GENERAL EDUCATION OF MINORITIES

A. PROGRAMMES OF GENERAL EDUCATION

- (i) A comprehensive survey should be made and schools provided within walking distance of children's homes. (HPP)
- (ii) Government should open more educational institutions in areas predominantly inhabited by Minorities. (MC)
- (iii) Montessori type primary schools be opened for the poorer sections of minorities. (HPP)
- (iv) Ashram type schools should be established in the areas inhabited by minorities. (HPP)
- (v) Adult education and night schools should be opened in every Muslim Mohalla. (HPP, MC, NEP & M)
- (vi) State Governments may examine providing Special Extension Officer for minorities at the Block Level or at least at the District Level. (HPP)
- (vii) A Scheme of Integrated Educational Development Programme for Minorities should be introduced by Union Department of Education. (HPP)
- (viii) Educational trusts established by the minorities should be given encouragement. (HPP)
- (ix) A High Power Delegation/Commission should be appointed to devise ways and means for the advancement of education amongst minorities. (MLI, AIMS)
- (x) Each state should have a Minorities Education Foundation to ensure positive measures for the spread of education amongst minorities. (MLI)
- (xi) A Cell should be established in Universities by UGC to monitor the welfare measures for minorities on the lines of SCs/STs. (MLI)
- (xii) Special measures should be envisaged for the educational uplift of the minorities in general and of Muslims, being most backward, in particular. (NEP & M)
- (xiii) Census figures relating to community-wise literacy should be published for the 1991 Census and the four preceding censuses. (NEP & M, ECOM)

- (xiv) Special type of schools like night schools, open-schools and schools on wheels should be established in the Muslim pockets. (NEP & M)
- (xv) Facility of evening classes should be provided in Muslim artisan concentration areas and remote rural areas with concentration of Muslim agricultural labourers. (M & E)
- (xvi) Dedicated Education Extension Officers may be posted in the educationally backward minority districts to help setting up of Adult Education Centres and Early Childhood Education Centres in Muslim Concentration areas. (M & E, SNOC)
- (xvii) Orientation courses need to be organised for teachers and students of Muslim Educational Institutions for creating awareness of important developments in science & technology, in the field of electronics, computers, non-conventional energy sources, environment etc. (M & E)
- (xviii) Youth organisations like NYK and NSS should pay special attention to spreading of education and awareness amongst Muslims through non-formal channels. (M & E)
- (xix) Statistical information on educational facilities for linguistic minorities should be submitted regularly to the Commissioner for Linguistic Minorities. (SNOC)
- (xx) Minority - managed institutions should be motivated to participate adequately in schemes/programmes like Scouts, Girl Guides, NCC and NSS in the interest of national integration. (SNOC)
- (xxi) Concept of Socially Useful Productive Work should be introduced in madrasas & maktabas. (SMMW)
- (xxii) A scheme of in-service training for teachers of minority institutions in science, mathematics, social science, English and career guidance should be formulated for implementation through SCERTs and other Resource Centres and State Career Guidance Institutions. (SMMW)
- (xxiii) State Governments should formulate a scheme of appointment of regional language lecturers in minority institutions for national integration and for implementation of Three Language Formula. (SMMW)
- (xxiv) For a systematic planning of the education of the Muslim minority, scientific surveys should be conducted to provide the necessary data base. (NEP & M)

- (xxv) A Minorities Education Act may be passed for providing proper guidelines to States and uniform interpretation of constitutional provisions with regard to minorities educational institutions. (AIMES)

B. WOMEN'S EDUCATION

- (i) Increased attention should be provided to education for Muslim women. (MC, NPE & M)
- (ii) Educational institutions for girls should be established in Muslim dominated areas at primary as well as high school level. (MC)
- (iii) Each State should have a Minorities Women Welfare Board to specially improve the status of their education and socio-economic welfare. (MLI)
- (iv) Adult Education Centres should be started for Muslim Women having vocational education dovetailed with general education. (MLI)
- (v) Hostels should be set up attached to girls' education institutions (in minority concentration areas) having built-in integrated facilities for an adult education centre, an early childhood education centre, training and production centre for sewing, embroidery, fruit preservation etc. and ICDS/Balwadi Centre for training in health and nutrition matters. (M & E)
- (vi) Action should be taken for making some reservation for lady teachers from within the district in teachers' training institutes located in Muslim concentration areas. (M & E)
- (vii) State Governments should draw up schemes for setting up production-cum-training centres exclusively for girls in the educationally backward minority concentration districts. (SMMW, IV CMC)
- (viii) Lady teachers should be appointed in girls schools. (SMMW)

C. URDU

- (i) Setting up of Urdu medium primary schools in areas where speakers of Urdu constitute 10% or more of total population; (GCPU)

- (ii) Providing Urdu teacher in schools in areas where Urdu speaking people constitute less than 10% of total population; (GCPU)
- (iii) Bilingual teachers may be appointed in schools where Urdu speaking people constitute less than 10% of the total population and the existing teachers may be given incentives to learn Urdu additionally; (GCPU)
- (iv) Setting up of Urdu medium higher secondary schools for every group of 8 to 10 primary schools; (GCPU)
- (v) Extending help from State Government in raising the standard of teaching in Urdu medium higher secondary schools; (GCPU)
- (vi) Relaxing the pre-conditions for permitting the setting up of Urdu medium higher secondary schools and simplification of the procedure so that permission is granted within two months of the date of application; (GCPU, ATUH)
- (vii) Setting up of Urdu medium sections in the existing secondary schools pre-assuming that two thirds of the students leaving primary schools are desirous of moving on to the next stage of education. Appointing Urdu knowing teachers in anticipation of students offering Urdu as medium (GCPU, ATUH)
- (viii) Urdu may be allowed to be opted as a modern Indian language in the Three Language Formula alongwith the provision for Urdu (as a mother tongue) being used for instruction at the primary stage. (MLI, AIWEC, ATUH)
- (ix) Standard text books in Urdu be got prepared and published by the Bureau for Promotion of Urdu and the State Urdu Academies. (MLI, ATUH)
- (x) Teacher training in Urdu language may be arranged. (MLI, ATUH)
- (xi) Short-term in-service training courses be provided for primary level untrained Urdu teachers through NCERT and SCERTs. (M & E, ATUH)
- (xii) The requisite literature for Adult Education and Early Childhood Education be provided in the mother tongue of the Urdu speaking minority. (M & E, ATUH)
- (xiii) Central and State Governments may adopt Braille in Urdu for being taught to the blind students as is being done in Andhra Pradesh. (III CMC)
- (xiv) A Translation Bureau may be set up to undertake the translation work into Urdu and other languages of the

minorities. (AIMES)

- (xv) Urdu may be declared as Second Official language under relevent provisions of the Indian Constitution in the States of Andhra Pradesh, Maharashtra, Bihar, UP and Karnataka and Union Territory of Delhi and other States where sizeable Urdu speaking population is living. (AIMES)
- (xvi) Residential Schools and Navodaya Vidyalayas may be set up for Urdu medium students. (AIVEC, ATUH)

D. COACHING

- (i) Coaching institutions should be opened for the minority communities, specially the Muslims in the minority institutions and Central Government should liberally provide funds. (MC)
- (ii) Special Coaching should be given to the brighter students of the educationally backward communities at school stage. (ECMC)
- (iii) Remedial coaching should be arranged for Muslim students at various levels of education in order to bring them at par with others. (MC)
- (iv) State Governments should formulate a scheme for starting remedial coaching classes for middle and higher secondary level in educationally backward minority areas/institutions. (SMMW)

II. VOCATIONAL AND TECHNICAL EDUCATION

- (i) Special training schools should be opened for minorities in the trade in which they are traditionally occupied. (HPP)
- (ii) Selected Model Sainik Schools and other similar schools together with pre-selection training schools should be opened in each State for the benefit of minorities. (HPP)
- (iii) Emphasis should be laid on vocational schools in carpentry, blacksmithy, weaving, shoe-making and other crafts from class VIII onwards. (HPP)
- (iv) Greater efforts should be made to set up ITIs and Polytechnics in predominantly minority areas to enable minority community candidates to acquire technical skills for earning their livelihood. (MC)

- (v) Technological institutes should be set up in minority concentration areas by the Government in the Centre as well as State Governments to remove unemployment and alleviate poverty. (MC)
- (vi) Vocationalization and Minimum Needs Programme of the Government may be extended to Muslim schools and colleges. (MLI)
- (vii) Non-formal education centres should be set up in minority concentration areas/districts/talukas/samitis and mandals. (MLI, NEP & M)
- (viii) Craft Training Institutes need to be opened/extended in minority concentration areas. (MLI)
- (ix) Central Government should encourage minorities to establish Engineering and other professional colleges on bare minimum infrastructure principle. (MLI)
- (x) The AICTE Bill should be amended to exempt minority educational institutions from its purview. (MLI)
- (xi) Training in local crafts/trades should be introduced at elementary school stage to the extent of about 15% of the school time. (NEP & M)
- (xii) ITIs should be opened in localities populated by artisans earmarking at least 80% seats for artisans' children. (SMMW)
- (xiii) State Governments should set up Craft Training Institutes in identified educationally backward minority artisan concentration blocks with 80% seats reserved for artisans' children. (M & E)
- (xiv) Introduction of Computerisation and setting up of vocational schools be done in Muslim Schools/Muslim localities as laid down in the National Policy on Education - 1986. (NEP & M)
- (xv) Thrust of vocation education programme in Muslim concentration districts should be on opening vocational courses at 10+2 stage in Commerce namely Management Accounting, Banking, Materials Management, Marketing and Cooperative etc., which involve no expenditure on purchase of equipments. (M & E)
- (xvi) Efforts should be made for attaching some vocational units to madrasas and the scheme of financial assistance may be formulated. (M & E)
- (xvii) State Governments should take steps to improve the educational standard of children belonging to minority artisan/craftsmen who remain uneducated as they are

engaged in traditional/family occupation from early childhood. (SMMW)

- (xviii) Specialised training in the manufacture of traditional crafts be arranged with emphasis on the use of modern techniques to help improve quality, output and their income and reduce the rigours of manual labour. (SMMW)
- (xix) Technical and professional colleges may be established extensively for the minorities in all the State Capitals allocating seats in the ratio of population of different minorities. (AIMES)
- (xx) A Board of Technical Education may be set up to help grant affiliation and financial assistance to minority institutions in establishing and running such technical institutions. (AIMC)
- (xxi) Curriculum in religious institutions like maktabs and madrasas may be modified to incorporate general and job-oriented education. (HPP, MC, MLI, NEP & M)

III. INCENTIVES FOR EDUCATIONAL DEVELOPMENT

- (i) A Scheme of Pre-Matric Scholarships for minorities should be introduced based on economic criteria. (HPP)
- (ii) Bank loans may be provided to deserving students at the rate of interest of 4 per cent. (HPP)
- (iii) No fee should be charged for higher education for those with income below Rs. 12,000/- per annum. (HPP)
- (iv) Meritorious minority children should be provided hostel facilities and their entire expenses on education, boarding and lodging should be borne by the State. (HPP)
- (v) Steps may be taken by the State Governments for giving substantial grants to madrasas. (MC, MLI)
- (vi) Special incentives should be offered for girl students whose performance is good. (MLI)
- (vii) Scholarships and stipends may be granted to Muslim students. (MLI)
- (viii) Assistance should be provided to the educationally weakest section i.e. Muslim so as to cover not only fees, books, uniform and mid-day meals but also compensation for the earnings lost or the opportunity cost. (NEP & M)

- (ix) Liberal grants should be provided to educational and social organisations dedicated to the uplift of the downtrodden and disadvantaged sections of society. (NPE & M)
- (x) Financial support shall be given to madrasas. (NPE & M)
- (xi) A Scheme of scholarships should be formulated for the poorer Muslim students having excellent performance potential at the primary stages providing for full finance of their education from the middle stage onwards. (M & E).
- (xii) State Governments should consider formulating some schemes for financial assistance for providing extra teachers in each madrasa to take care of the subjects of science, Mathematics, English and the local regional language as part of their syllabi. (M & E, SMMW)
- (xiii) State Governments may consider schemes of financial assistance to educational institutions in Muslim concentration areas for providing teachers in regional languages. (M & E)
- (xiv) A scheme should be formulated for providing incentives to girls in the form of mid-day meals, uniforms etc. (SMMW)
- (xv) Technical institutions should be given equal, even preferential treatment, vis-a-vis academic schools in matters of financial assistance. (ELMC)
- (xvi) Stipends and hostel facilities should be provided to students in Coaching Centres. (III CMC)
- (xvii) Minorities Education Finance Corporation may be set up to give interest free loans to establish Minorities Education Institutions. (AIMES)
- (xviii) Provisions may be made in the State and Central Budget for uplift of the educationally backward minorities. (AIMES)

IV. RECOGNITION OF EDUCATIONAL INSTITUTIONS:

- (i) Guidelines for recognition of minority managed educational institutions should be formulated by State Governments and a time bound action plan drawn up for disposal of pending applications. (SMMW, III CMC, IV CMC)

LIST OF THE DOCUMENTS/REPORTS ON EDUCATION OF MINORITIES

1. Report on Minorities (of the High Power Panel on Minorities, Scheduled Castes, Scheduled Tribes and other weaker sections). (HPP)
2. Annual Reports of Minorities Commission. (MC)
3. National Conference of Minority Leaders & Intellectuals held on 11th August, 1990. (MLI)
4. Symposium on New Education Policy and the Minorities organised by Intellectuals' Congress held on 1.5.86. (NEP & M)
5. 'Minorities and Education' papers by Minorities Cell. (M & E)
6. State Nodal Officers Conference - June, 86. (SNOC)
7. Conference of State Ministers incharge of Minority Welfare - held on 10 July, 1990. (SMMW)
8. Proceedings of Expert Committee meetings of Minorities Commission on New Education Policy. (ECMS)
9. Third Conference of Chairmen/Members of Minorities Commissions/Boards/Finance/Development Corporations held on 23-24 October, 1989. (III CMC)
10. Fourth Conference of Charimen/Members of Minorities Commissions/Boards/Finance/Development Corporations held on 23-24 October, 1989. (IV CMC)
11. Suggestions from AMU Students Action Committee. (AMUS)
12. Suggestions from All India Muslim Educational Society - Andhar Pradesh, 1987. (AIMES)
13. Proceedings of All India Urdu Educational Committee - Hyderabad, 1987. (AIUEC)
14. Proceedings of All India Minorities Conference - Hyderabad. 1987. (AIMC)
15. Report of Gujral Committee on Promotion of Urdu - 1975. (GCPU)
16. Demands of Anjuman Taraqqi Urdu (Hind) from time to 'time. (ATUH)

CHAPTER III

STATUS OF IMPLEMENTATION OF EDUCATIONAL PROGRAMMES AND THRUST AREAS FOR ACTION

Reasons for the Educational Decline of Minorities

The Partition of India constitutes a watershed in the educational status of minorities. Largely, in so far as Uttar Pradesh, Bihar, Rajasthan, Madhya Pradesh, Punjab, Haryana and Andhra Pradesh are concerned, and partly in respect of the other states like Maharashtra and Karnataka, education of Muslims, the largest minority, suffered in particular, for the following reasons:

- (i) Migration to Pakistan, to a large extent, of the educated classes, who formed the upper crust of society and provided leadership to the community;
- (ii) Because of the partition, Muslims in general came under widespread suspicion;
- (iii) Many Muslims nursed a mixed guilt and grouse complex. By and large, they felt insecure not only as the aftermath of Partition but also because of the tension and the riots that plagued the country from time to time;
- (iv) Feeling insecure and disheartened, Muslims did not take seriously to education; they thought that the chances of their landing government jobs were slim and rather than waste time on education they had better concentrate on eking out a meagre living by petty shopkeeping and pursuing cottage crafts;
- (v) Those public-spirited people - rare among Muslims - who tried to open educational institutions for removing ignorance were discouraged by the obstructive and indifferent attitude of officials. This appears to have been extremely pronounced in Uttar Pradesh;
- (vi) A deliberate effort seems to have been made in several States to banish Urdu because of the bad blood created as a result of the Partition of the country and

strained relations with Pakistan. Mistakenly Urdu came to be identified as the language of the Muslims which had staked its claim as official language of India before independence. The State Governments, therefore, adopted an attitude of non-chalance towards Urdu;

- (vii) In the initial years after partition, the Urdu speaking minority also did not feel attracted to Hindi;
- (viii) Frequent inclusion in text-books of matters that hurt the religious sentiments of minorities persuaded the orthodox parents to keep their children away from the general run of modern schools; and
- (ix) It has been observed that middle classes are generally keen for acquiring education and the lower classes have neither the resources nor the inclination to assign much importance to education. Backward minorities and deprived classes, because they are lower down on the economic ladder, fail to evince earnestness for education. An illustrative Table showing the educational backwardness of Muslims is given below:-

Table

Muslim Enrolment in Educational Institutions - (1980-81)

Type of Institution	No. of Distts. surveyed	% of Muslims in surveyed Distts.	Total No. of Students	No. of Muslim Students	Percentage	Education Index
Elementary Schools	45 Distts. 12 States	17.32	98.48 (lakhs)	12.20 (lakhs)	12.39	0.72
Secondary Schools	38 Distts. 11 States	18.56	19.64 (lakhs)	2.9 (lakhs)	10.70	0.58
High Schools	8 Boards	12.00	13.44 (lakhs)	0.54 (lakhs)	4.00	0.33
Class XII	5 Boards	10.30	2.26 (lakhs)	5645	2.49	0.24
Engg. Colleges	9 Univer-sities	12.44	2698	92	3.41	0.27
Medical Colleges	12 Medical Colleges	9.55	2845	98	3.44	0.36

Source: N.C. Saxena, 'Public Employment and Educational Backwardness among Muslims in India', Man and Development, Vol. 4, No.4, 1983, p.116

As a cumulative consequence of the above mentioned causes, in particular the dearth of enlightened leadership among them, Muslims slid back steeply in education. Instead of organising themselves educationally and putting up their case before their countrymen and their government persuasively, they withdrew into their shell and kept smouldering and moping. This is a morbid state which does not admit of any initiative. Four decades is quite a long period during which this attitude on the part of Muslims proved disastrous. To crown it all, Government also did not help the Muslims to realise the educational backwardness. Community-wise figures of literacy collected during the Censuses of 1951, 1961, 1971 and 1981 were not made available. It was only when the New Education Policy documents were published in 1986 that the nation, including the Muslims, came to realise that the decline had been alarming. How can the educational development of a large minority spread in various concentrations and configurations, be based on impressions are general prescriptions? Educational condition of this minority as well as its social status, for example, in Delhi and Uttar Pradesh, is not the same as in Assam or Meghalaya, or West Bengal, or Orissa or Maharashtra or Karnataka or Rajasthan or Madhya Pradesh. Even within a State or a Union Territory educational conditions differ substantially in different towns and localities. Micro-planning is, therefore, essential and it has to be firmly rooted in statistics reflecting the geographically varying situation. These lie stored in the Registrar-General's archives. Unless these are brought out, effective planning for the educational

uplift of minorities will not be possible. The Sub-Group could visit only two States and one Union Territory out of 25 States and 7 Union Territories. Even within these, conditions differ not only on the ground but also in relation to the attitude and policy of the authorities.

Need for Surveys

There is a strong case, therefore, not only for release of community-wise Census data about literacy, but for in-depth educational surveys conducted by central agencies like National Sample Survey, or, if necessary, to be shared between N.S.S., Central & State Minorities Commissions and other appropriate research organisations. The Central Minorities Commission would do the minorities a good turn if it conducted educational, social and economic surveys relating to them.

Lack of Involvement of Community and Government

The Government also did not involve the community in either programme formulation or its implementation much less monitoring. In consequence of the circumstances mentioned above, Muslims are today in a situation where a massive effort is needed to uplift them educationally. (On-the-spot assessment may be seen at Annexure V). That effort has not been forthcoming so far either from Government or from the community itself. Reference has been made from time to time to the provisions in the Constitution guaranteeing the right of the minorities to establish and run educational institutions of their own choice and the duty of the State to ensure that children receive primary

education in their mother-tongue. Although many a time these provisions had to be invoked successfully in Courts of law against the obstructive and unsympathetic attitude of the executive, the litigation itself becomes onerous and time-consuming. Moreover, some of the judicial verdicts of the eighties have tended to whittle down the effect of relevant constitutional provisions.

Two generations of Muslims have suffered from the aftermath of the Partition and from the consequent inability to form enlightened and united public opinion. Any efforts made at this stage to bring the Muslims back into the educational mainstream will have to rise above narrow technical hair-splitting and apprehensions relating to majority backlash and violation of the Constitution. To interpret the Constitution in such a technical manner is to deprive it of all resilience. It is sad that the Constitution, which should have ensured just and equitable treatment to the educationally backward minorities in the matter of education, is being cited frequently to counter demands for special supportive steps from a section of Society that for historical reasons became backward in a matter of less than half a century.

Programme of Action, 1986

A salutary feature of the New Education Policy of 1986 was that it was preceded by a countrywide discussion relating to the assessment of India's educational progress and suggestions for stepping up the educational pace. This was triggered by the first document in the series, viz. the Challenge of Education.

In the ferment thus created some educated Muslims sloughed off their sloth and diffidence and, repeatedly, in a number of seminars, made the demand that minorities education deserved separate attention. They were agreeably surprised when their demand, as it should happen in a secular democracy, was reflected in the documents 'New Education Policy' and in the 'Programme of Action'. The assumption was that Muslims would, of course, benefit ratably from the general schemes and programmes of education, but that in view of their pitiable backwardness a special push would be given to them in the shape of special schemes incorporated in Chapter XIV of the Programme of Action (Annexure II).

15-Point Programme

It is curious that although the 15-Point Programme (Annexure III) evolved much earlier aimed at uplifting the minorities, no point was included therein relating to Education, which is the cardinal ingredient for progress. True, Point No. 12 made a partial provision for technical education and Point No. 11 referred to coaching for competitive examinations. It was perhaps not realised that without broad-basing and improving general education and changing the climate of ignorance and apathy in the Muslim community, the question of its members competing successfully for government jobs and acquiring professional qualifications even of the polytechnic level to an appreciable extent would not arise. To revert to the Programme of Action, one of the good things that it did was to acknowledge that Muslims and Neo-Buddhists were educationally the most

backward minorities in the country and that, therefore, they needed to be reclaimed educationally.

Minority concentration Districts

Another step designed to help the Muslim minority educationally and economically was the identification of 40 districts in the country as minority concentration areas. The intention was to give these areas a heavy mix of developmental inputs. Here too, the view taken, although strategically sound, turned out to be a little superficial and half-baked and unduly restrictive. The selection of 40 districts was made evidently in a hurry with the result that many districts, particularly in the East and North-East, which should have qualified for inclusion were left out. What is more significant, there are in hundreds of districts in the country small or relatively large areas of concentration of minorities, that failed to receive attention because the unit needing support was pegged at district level.

Indifferent Impact of Programmes

One of the handicaps from which policies and programmes relating to education of backward minorities suffer is the inability of the State Governments and the relevant departments concerned to collect and furnish correct periodical progress reports. Reports received usually indicate that the policies and programmes are being implemented satisfactorily. Unfortunately, one has to go behind these reports and the persisting reticence as the case may be, to find out the situation on the ground. This is why the Group on Minorities Education decided to

constitute a Sub-Group which, for paucity of time, could visit only two states (Uttar Pradesh and Bihar) and one Union Territory (Delhi). If the continuing programmes, and programmes revised as a result of the recommendations of this Group, are to succeed the reporting arrangements would have to be drastically improved. A copy of the report of the Sub-Group on its visits to the States may be seen at Annexure V. What has been stated about the two northern states and one union territory would apply broadly to other states lying north of Narmada and having a sizable population of the largest backward minority. Conditions, south of Narmada, are considerably better but some of the handicaps exist there as well, albeit, with varying degrees of intensity; for example, difficulties relating to recognition and management of institutions and facilities for learning in mother-tongue etc.

The discussions of the Sub-Group with representatives of the State Governments and individuals interested in the subject revealed that neither points 11 and 12 of the 15-Point Programme, nor the Programme of Action under the New Education Policy, had any appreciable impact on the education of minorities. In fact, it appeared that the Programme of Action received scant regard from the state authorities and the implementing agencies in the two States and Union Territory.

Absence of planning and phasing and ear-marked funding

If the two State Governments and the Delhi Administration were serious about removing the educational deficiency from which the backward minorities were suffering, the obvious course should have been to map out all the minority

concentration areas in the State and to have weighted them heavily in so far as the general programme of opening of schools, ITIs and polytechnics is concerned. It would not be difficult at all to work out that for a given population with an estimated number of children and illiterates, how many schools of general and vocational instruction should be opened in a phased manner. The schools would have been provided a) from out of the plan programme of augmentation of school facilities and b) from funds specially earmarked for the purpose. The major part of these funds should, on a broad estimate, have been provided by the Central Government and a small portion, say 20%, by the State Government or Administration. During the course of discussion with officials, it transpired that unless such programmes were introduced as a centrally sponsored scheme entailing hundred percent funding by the Centre, the State Governments, because of their resource constraints and different priorities, would not be in a position to implement them. It is certainly strange that the Central Government did not care to discuss the aspect of funding of the programme relating to minorities education with the State Governments and Planning Commission. No one would normally assume that a Programme that had not been spelt out in its practical details and for which provision of funds had not been made, had a chance of success. Progress reports on the Programme of Action and the 15-Point Programme in so far as it relates to coaching and technical training thus became merely a statistical exercise.

Difficulties in securing recognition of minority schools

It is generally known that, because of historical reasons, there are very few social workers and public-spirited persons among the largest backward minority. The few who took up projects for setting up educational and technical institutions got discouraged and disheartened because of the inordinate delays in the disposal of their applications for recognition as minority institutions. The record of Uttar Pradesh authorities in discouraging, by their indifference, all initiative on the part of the educationally oriented Muslims, is particularly unflattering. Instances have come to notice where applicants for recognition of minority institutions were kept at bay for periods extending up to as long as eight years. Every time a new ground was trotted out for rejecting the applications. It is hard to believe, although it is a fact, that some of the applications were rejected on the ground that among the founding fathers of a Society, one or two non-Muslims had figured. This should, in fact, have been a plus point, for it is in the national interest to wean Muslims away from insularity.

Policy Norms and Principles for Recognition

With a view to facilitating expeditious recognition, the Central Minorities Commission which had been receiving complaints constituted a group of experts for evolving guidelines. These were conveyed to State Governments and Union Territories in 1988. These did not evidently evoke a response. Therefore, in order to obviate persisting bottlenecks in recognition, the Central Ministry of Human Resource Development

laid down Policy Norms and Principles for recognition of minority managed educational institutions and conveyed them to State Governments and Union Territories (Annexure IV). Some of the States, however, have not fallen in line. In Uttar Pradesh, for example, according to the oral version of an official representative, a clause has been added that the institution should have a majority of students from the sponsoring minority community. This condition which goes counter to national integration is neither desirable nor workable. Although the Sub-Group was officially told that 26 applications for recognition were pending for Government's consideration in Bihar and seven in Uttar Pradesh, the information with the minority associations and Minority Commissions in these States pointed to incredibly higher figures of pendency. Evidently, the time-honoured bureaucratic technique of temporary disposal had been adopted. The State Governments tend to be even more unimaginative and non-cooperative in respect of technical and professional institutions. In Uttar Pradesh an effort to set up an Engineering College at Meerut for awarding diplomas met with such resistance that the credibility of the sponsor itself got completely eroded. In Bihar two important professional institutions - an Engineering College in Patna and a Medical College in Katihar-have been languishing because of want of recognition. The responsibility here is shared by the State Government with the relevant central organisations. There could be no greater fallacy than to expect that a backward group would compete on equal terms with advanced groups either as individuals or as institutions.

To revert to general education, the existing schools in minority concentration areas fall short of the requirement worked out according to the national norm in relation to the population. The Union Territory of Delhi has taken a more rational view relating to recognition of minority institutions. In order to encourage the setting up of such institutions it has exempted the minorities from the conditions of producing an essentiality certificate from the zonal Education Authorities. It is also a fact that in the walled city of Delhi where there is much congestion finding room for new schools has become an uphill task which is made more difficult by the absence of philanthropic motivation among the largest backward community. Its attitude has become either apathetic and insensitive or commercialised. However, there are areas where new colonies have come up and where it is yet possible to find sites for opening schools, to mention some of the more important of these areas: Jamia Nagar and other localities adjoining Jamia Millia Islamia, Nizamuddin, Govind Puri, Tughlagabad, Sangam Vihar, Tigri, Madangir, localities adjoining Jamia Hamdard and colonies in Trans-Yamuna inhabited by weaker sections of minorities. These have not been surveyed for determining their educational requirements. Similar surveys for locating minority concentration areas and appropriate sites for the schools should be undertaken in other towns in the country and sites provided to reward people's initiatives.

Teaching in the mother-tongue : Primary Education and Three-Language Formula

In North India, except to some extent in Bihar and Delhi, the education of Muslims has suffered, among other things, because adequate arrangements were not made for teaching in the mother-tongue at the primary stage and for giving Urdu an appropriate place in the three language formula. Because of the virtual deprivation of two generations from learning in Urdu and because Urdu got delinked from prospects of employment, use of this language declined and, consequently, education of the minorities children suffered. Belated efforts have not yielded results because of the damaging gap and dissociation for four decades. The discouragement of Urdu has aggravated minority illiteracy as some parents desist from sending their children to schools because instruction in Urdu is not available.

The conditions laid down for teaching in Urdu which are contingent on a specified number (10) seeking admission in a class and a higher specified number (40) being available in a school, turned out to be impracticable and acquired the character of a disincentive. That is why Gujral Committee suggested an alternative more practical formula. Two other factors that have virtually uprooted Urdu from the educational system were : a) non-availability of trained Urdu teachers and b) non availability or grossly delayed availability of the prescribed Urdu text books. These two handicaps continued so long that most parents gave up in despair and the relation of the Urdu speaking population with their mother tongue at the literacy and academic

levels, was severed. The subsequent policy directives relating to maintenance of an Advance Register in each school in which the names of students who would be interested in instruction in Urdu were to be recorded in advance was not given a fair trial either. The availability of Urdu text books was invariably delayed because they had to be translated from Hindi books after the latter had been finalised. Whenever the syllabus was revised, Urdu received a fresh setback. In this process the number of students studying Urdu or receiving instruction in Urdu medium, was reduced to such an extent that no bookshop owners were coming forward to sell Urdu books. This aggravated the situation further. The matter required imaginative and sympathetic handling. The obvious answer to the problem was : 1) simultaneous translation as the Hindi version was being prepared and 2) linking the award of agency for Hindi books with Urdu books and giving substantially higher commission to those book-sellers who kept Urdu books for sale. This entails an element of subsidy which the state should provide.

Three Language Formula

The Three-Language Formula was implemented by some of the State governments in such a manner that it prevented access of students to Urdu. Even where the state policy falls in line with the spirit of the formula there are variations in practical application. The classical language, Sanskrit, was taught in some States, particularly the Hindi speaking States, as a modern Indian language under the Three-Language Formula. South Indian languages were to receive a preferential treatment in the Formula

for teaching in the Hindi speaking States. The result of all this is that Urdu which is numerically the sixth largest spoken language of India as per 1981 Census and which has an Inter-State character suffered grievously being regarded neither as an official language of a State nor as regional language even in those areas where there is substantial number of Urdu speakers.

Inadequacy of Urdu schools and problems relating to time-table and curriculum

The result of the policies referred to above has been virtual elimination of Urdu from Uttar Pradesh and its steep decline from States like Madhya Pradesh and Rajasthan. Passions were so worked up against Urdu that the issue sparked off riots in some of the States from time to time. When the atmosphere gets surcharged adherence to the mother-tongue becomes inconvenient. This has had a direct impact on literacy and drop-out rates. According to the information provided by the officers of the Department of Education, there are only 1,375 Urdu medium Primary Schools in the State of Uttar Pradesh where the number of Urdu speaking population exceeds a crore. The declining trend and the difficulties are continuing. The number of these schools as of now is one fourth of what it was in 1962 and is less than the number in 1983-84 by 205. Students seem to regard opting for Urdu as foolhardy. Very often the Urdu period is not included in the school time-table, and Urdu teachers are, therefore, unable to teach. As a further disincentive the marks secured in Urdu as an additional subject are not added to the aggregate. The curriculum for primary schools does not include the syllabus for Urdu. In the two States and the Union Territory visited by the

Sub-Group, vacancies among Urdu teachers have continued to the detriment of Urdu teaching, the largest number being in Bihar where Urdu is taught on a comparatively larger scale (though inadequate) than in U.P. and Delhi. In these two latter, efforts are on for filling the vacancies. In Bihar disbursement of pay to teachers in minority institutions gets grossly delayed, often for as long as six months. This affects the teachers' concentration on teaching and depresses teaching standards. These delays, however, are of a general nature and stem both from resource constraint and inefficiency. In Bihar important decisions were taken in the first and last quarters of 1990 raising the pay scales of teachers of primary and secondary schools respectively to the nationalised scales.

Women's Education

Muslim women's education required a special push, which has not been forthcoming in either of the three States covered in this report. No attempt has been made to open schools and hostels for women in minority concentration areas.

Problem of drop-outs

The highest drop-out rate at all levels is believed to be provided by Muslim students. The problem has not been tackled at all and the students who drop out are allowed soon to unlearn what they have learned at the expense of national resources. One should have thought that a problem of such extraordinary magnitude would have been studied in depth and remedial action initiated. No such thing has happened.

Navodaya Vidyalayas

The scheme of Navodaya Vidyalayas does not take cognizance at all of minority education. Here also part of the stress is on achieving national integration through putting students from North and South together. It is a desirable objective but even more imperative would be to have a sizable sprinkling of Muslim students in the Navodaya Schools. The educational planners should take into account the divisive forces that have raised their ugly head recently and take steps to bridge the distance between the two major communities in so far as learning together is concerned. Admission of Muslim students to Navodaya Schools would more often than not require some relaxation in standards which would be effected to good purpose.

Access to better schools

Another parameter of the problem of minority education is the fact that because of : a) indifferent standards and b) lack of resources and influence, minority children do not get access to the better schools and colleges. This results in their generally being confined to those academic institutions that are usually ill-managed and do not boast a good standard. If an appreciable number is admitted to the better institutions as a matter of policy, not only the standards would improve but also the forces of national integration will be strengthened. The suspicions and the ill-will that distance breeds will have been set at rest.

Vocational Education

The 15-Point Programme as well as the Programme of Action under the New Education Policy of 1986 stress the need for vocational education for minority students. Unfortunately, either no action has been taken in this direction or it has been half-hearted and ineffective. The Sub-Group which visited the States could not come across any instance of a planned opening of ITIs and Polytechnics in minority concentration areas. Among the existing technical institutions those intended to benefit the minorities have often failed to achieve this end for the simple reason that admissions are made on the basis of merit in the qualifying examinations. The provision in the Programme of Action to the effect that 80% of seats in the Craft Training Institutes in artisan concentration areas be made available for their children has not been followed up. Specific instructions have not yet issued from the administrative Ministry to the State Governments. It seems that within the existing milieu, any government policy that does not incorporate effective, unambiguous and spelt-out steps for adequate admission of educationally backward minority children, would be jettisoned in the course of implementation. Muslims have traditionally been skilled in crafts and it is expected that given opportunities of training in ITIs and Polytechnics, they will make their mark.

Monitoring and association of minorities

Monitoring in respect of the national plans and programmes has generally not been very effective. It has been least effective in case of the impact of these plans and programmes on

backward minorities and also in respect of the schemes and programmes designed specifically for these groups. The monitoring units created in certain States, for watching the progress of implementation of those schemes have, by and large, proceeded mechanically and lackadaisically about their work. What is even more important, the intended beneficiaries have not been represented on these bodies.

The association of minorities with policy formulation and implementation is conspicuous by its absence. Unless this deficiency is removed, the minorities would not get their due and would, moreover, continue to labour under a grievance complex, which would reduce their contribution to national development.

Remedial Coaching

Remedial coaching of weak minority students has not been taken up anywhere.

U.G.C.'s Scheme of coaching for competitive examinations; Reasons for indifferent performance

The U.G.C. has so far sanctioned 52 Centres in Universities and colleges situated all over the country for coaching minority students in preparation for competitive examinations. The performance of these centres has not been very satisfactory. Some of the reasons are given below :-

(a) The Directors, Co-ordinators and Teachers generally have not brought any dedication to bear on the scheme. They have very often handled it as a routine activity. The dearth of motivated Co-ordinators and Teachers with some idealism and a real concern

for shaping the career of minority students stares us in the face.

(b) The selection of coaching centres particularly in the initial bumper phase was not happy. Some centres were opened in areas/institutions where there were insufficient persons from the intended beneficiary group.

(c) It was seldom that efforts were made to publicise the facility and contact local leader of minority public opinion.

(d) In many places the response from the target group was inadequate. Curiously under the circumstances, the facilities created at the centre were utilised for coaching students from the majority community and from advanced minority groups. This inevitably resulted in increasing the disparity between local students of the educationally backward minority and all other groups. An instance came to notice where a centre catered to five minority students and 45 others. The management of the Centre did not realise that if the number from the minority community was small, this handicap could have been converted into an asset by concentrating efforts of the teachers on the small group.

(e) The candidates were not taken over at the very initial stages with the result that they were deprived of proper counselling at the time of filling of the form and choosing the subjects.

(f) Most of the teachers appeared to have adopted the lecture method, whereas the proper method for coaching is group

discussion, written tests and regular and careful correction.

(g) Except at a few centres, reading material for students has not been properly prepared and kept in the centre's library. The appropriate and more profitable method would have been to have notes prepared on different topics and to have kept updating them from time to time. Lecturers, further, do not, by and large, prepare and circulate synopses.

(h) The selection both of teachers and students has very often been faulty as in respect of the former's personal relationship seems often to have played a part and in the case of the latter screening at the time of admission has been considered as an unnecessary, bothersome encumbrance. This has resulted in bringing down the quality of coaching on the one hand and of the response to it on the other.

(i) Very often students have aspired for targets evidently beyond their reach. They have over-estimated their competence and set their hearts on the Civil Services ignoring relatively junior posts for which they stood a better chance. This again is a failure on the part of Co-ordinators or Directors of the Programme.

(j) Neither the Co-ordinator nor the teachers appear to have made a serious effort to develop expertise by studying the trend of papers for the central services and for other examinations, set from year to year. Application in this direction would have been fully rewarded.

(k) The U.G.C.'s handling of the scheme, partly because of inadequacy of staff, has been imperfect. Virtually there has been no monitoring. A Committee which was constituted to visit some of the centres in order to evaluate the scheme submitted its report. It resulted after quite some time in a revision of the scheme. With no sense of urgency the little monitoring that was done by a Committee of the members of the Standing Committee on coaching remained ineffective because the U.G.C. seems to have failed to take effective action against defaulting and erring centres.

(l) Full use has not generally been made of Advisory Committees nor have they been made adequately representative of the target groups.

(m) In some cases the release of funds to the centres was delayed. Although an important recommendation about the opening of Resource Centres for enriching the coaching programme and overseeing the functioning of the Coaching Centres was made about three years ago, order have issued only recently.

(n) Provision of residential accommodation for candidates who have left the universities, should form an important plank of the programme. Requests to this effect have not so far met with success.

(o) The proposal contained in the revised guidelines relating to remedial and promotional classes has not taken off.

(p) At some centres the minority coaching scheme has got merged

either into a general coaching scheme or into the coaching scheme for Scheduled Caste and Scheduled Tribe candidates.

Inadequate response from Minorities

In order to put the record straight the Sub-Group would like to state that the official apathy is often matched by public indifference. The intended beneficiaries have seldom tried to get the best out of whatever concessions have been made by the government. The Madrasa Board in Bihar has been mismanaged by the community. Madrasa Shamsul Huda is in a state of neglect. In Uttar Pradesh, Urdu teachers have, by and large, not shown any great attachment to a language that is their mother-tongue and has provided them livelihood. Far from doing extension work some of them have exerted pressure to secure transfer from where they are needed to where they find themselves comfortable. Proposals for recognition as minority institutions have sometimes been opposed by minority teachers, in utter disregard of the community's interests. The attitude of such teachers militates against the advancement of the educationally backward linguistic and religious minorities. Authorities should ignore these discordant notes and go ahead with their plans for removal of educational backwardness of the minorities.

Need for a Supervisory Board for Minority Institutions in each State

It appears that government have, from time to time, received complaints against mismanagement of some of the minority institutions. Managing Committees have sometimes been arbitrary

and unjust in dealing with teachers. The answer to this problem is, not to slow down recognition of new schools applying for minority status, but to constitute a supervisory and appellate board of five to seven respected and independent members of the minority communities who should be empowered not only to adjudicate between the management and the teachers but also to oversee the teaching in the minority schools and to raise their standards. This Board should also be associated, through a nominee, with the selection of teachers and with senior administrative appointments.

Performance of Resource Centres

In order to improve the management of schools and raise the standard of teaching particularly in Science, Mathematics and English, Government introduced a scheme for training, reorienting and updating management and teachers of minority institutions. Five Universities viz., Aligarh Muslim University, Jamia Millia Islamia, Kashmir University, Osmania University and Marathwada University were selected as Resource Centres for the purpose. It is regrettable that the last three did not respond at all and the second, has been lukewarm. It is only the Aligarh Muslim University that took it up with some seriousness though not to the expected extent. Consequently, the sum total of the Resource Centres' efforts aggregate to a fraction of the targetted number of teachers and Principals, scheduled for training. This programme has to be intensified and, what is more important, the process of selection of teachers has to be improved in the manner already indicated.

Thrust Areas

The following thrust areas emerge from the foregoing account of the status of implementation Chapter relating to Demands, Suggestions and Recommendations made from time to time in respect of Minorities Education and the Report on the visit to States.

- (i) For various reasons minorities have slided back educationally. They, therefore, need special steps for bringing them into the educational mainstream; if left to fend for themselves on the basis of open competition, they are bound to lag further behind and retard the national pace of development;
- (ii) For want of statistics the country realised rather late to the educational plight of the minorities; in the meantime the disparity between the backward minorities and the relatively advanced communities has increased manifold and the competitive capability of the minorities has decreased correspondingly.
- (iii) The 15-Point Programme designed for the uplift of minorities and pursued with some earnestness by the Central Government could be implemented only partially. The Programme of Action - 1986 did not make much impact; many of its provisions were lost sight of; the rest attracted only lukewarm attention of the implementing agencies. The Programme was not monitored effectively. The 15-Point Programme to which greater importance came to be attached did not include education;
- (iv) The education of the largest educationally backward minority continued to suffer for quite some time from the hang-over of the country's Partition;
- (v) a) Urdu language, which is the mother-tongue of 3.53 crores of people in India (1981 census) did not receive its due share; this brought down the extent of their participation in the national system of education and told upon their rate of literacy;
- b) Owing to several reasons including official apathy, Urdu speaking population in some states

could not get its children educated in the mother-tongue at the primary stage; nor could it secure the teaching of Urdu as a subject under the Three-Language Formula at the Secondary stage. This resulted in its alienation from modern education;

- (vi) The extent of participation of minority children in the national system of education was adversely affected by the occasional intrusion on the syllabus of matters offensive to their sentiments;
- (vii) The minorities registered an alarming rate of drop-out at various rungs of the educational ladder;
- (viii) The backward minorities happen to belong to the social strata that because of their occupational pattern are usually not drawn towards education;
- (ix) Because of religious and social inhibitions Muslim women are denied free access to educational institutions. This has a multiplier effect. Apart from and due to their own illiteracy, their children do not get academic support at home;
- (x) Reasons for the minorities' persistent backwardness in education have not been looked into nor systematic action taken to remove them. A well integrated and comprehensive plan for removal of educational backwardness has not been framed;
- (xi) The tradition of selfless social and educational work by way of voluntary effort is either non-existent or very weak among the backward minorities;
- (xii) Association of the intended beneficiaries with the monitoring of implementation has not been attempted.
- (xiii) That the U.G.C. scheme for coaching of minorities has produced indifferent results partly for lack of proper selection of centres and management and partly because of inadequacy of response from the target groups;
- (xiv) Upgrading and modernising of the traditional stream of schools could not take place partly because: (a) this is a sensitive area where assistance abruptly proffered can be construed as interference; and (b) no plan for

the purpose was formulated. The matter requires to be studied in depth; and

- (xv) Owing to the prevailing unawareness among backward communities, they have failed to benefit by such informal programmes of education as adult and extension education, Non-formal education, distance education through the media and collegiate education.

CHAPTER IV

RECOMMENDATIONS

Measures aiming at educational uplift of backward minorities should be tailored to remove each one of the deficiencies and handicaps listed in the preceding Chapter. To begin with, it ought to be recognised at the Central and State levels that the educationally backward minorities are not in a position to compete with the advanced groups; if they were in a position to do so they would not be considered as educationally backward. It follows that a well co-ordinated and closely monitored programme specifically designed to bring the backward minority communities into the educational mainstream should be evolved and implemented.

1. Sub-Plan for Backward Minorities

A Sub-Plan should be formulated for the educational uplift of the educationally backward minorities more or less on the lines of Special Component Plan and Tribal Sub-Plan. It will be based on community-wise literacy figures, which, it is hoped the Registrar General will make available. The Sub-Plan may be prepared by all concerned Ministries and Departments of Government of India, State Governments and Union Territories. The funding of the sub-plan should be determined in advance between the centre and the State Governments so that the relevant programmes under the plan do not wither away, as in the past, for want of resources. Care should be taken at the formulation stage to avoid the pitfalls into which the schemes under the Programme

of Action and 15-Point Programme have fallen.

2. Safeguards for Educationally backward minorities

Safeguards should be provided for educationally backward minorities on the lines of constitutional safeguards for linguistic minorities, as well as for scheduled castes and scheduled tribes. This is absolutely necessary because the minorities form a segment which is one of the educationally most backward in the country. The Central Government should make use of the concurrency provision in education and play a vital role to make its recommendations incumbent on the State Governments to implement the programmes on uniform basis throughout the country. There should be more Centrally Sponsored Schemes for minorities. This recommendation has the support of the State Governments which the Sub-Group visited.

3. Educational Mapping of Minority concentration areas

The list of minority concentration districts should be reviewed and those districts, particularly in the East and North-East, which were left out should be included. What is even more important, the remaining districts should be carefully scanned for discovering minority concentration areas within them. The Sub-Plan should make specific mention of the afore-mentioned districts and areas. These minority concentration areas should be mapped and their requirements of educational and technical institutions worked out in relation to the configuration of the population. The deficiencies discovered in the process should be made good by: (a) appropriately weighted allocation to these areas, of schools, polytechnics and ITIs under the VIII Five

Year Plan and (b) provision of funds for opening additional institutions. The programme should not only be spatially mapped out but temporally phased,

New areas of minority concentration, including slums, particularly in the metropolitan towns, should be surveyed with a view to providing facilities for general and technical education for educationally backward minorities.

Community-wise literacy figures collected during the course of the decennial Census should be published to facilitate micro-planning for promotion of education among minorities.

A study supported by surveys should be commissioned to identify reasons for the educational backwardness of Muslims and Neo-Buddhists and suggesting corrective measures. A special study should also be undertaken in urban slums having minority concentration where educational programmes could be conceived as part of an integrated development programme for family units involving womenfolk in particular.

4. Women's Education

In the opening of schools, schools and hostels for women should be given the first priority. Female illiteracy among backward minorities has become the main obstruction in the spread of education. This is particularly true in respect of Muslims whose rate of female literacy is evidently among the lowest. The reasons are obvious. In their case, to the economic hurdle is added a persisting prejudice against modern education

in general and co-education in particular. The consequences are not confined to girls alone but extend to future generations. Two steps are obviously called for :-

- (a) building of hostels for girls in Muslim Girls' schools and colleges so that girls living in small towns and rural areas could receive education; and
- (b) arrangements for subsidised transport in towns and other incentives like uniforms, mid-day meals etc.

5. Incentives to poor students

Incentives should be given to poor minority students in the shape of freeships, stipends and uniforms. They should also be given pre-matric and post-matric scholarships. These programmes in order to make a dent will have to be broad-based. We have to go the whole hog. In this milieu, partial or inadequate funding could well become self-defeating.

6. Problem of drop-outs

The alarming rate of drop-out among the minority students should be checked by specially designed measures including award of opportunity cost. This could be in recognition of the fact that parents working as artisans, labourers and petty shopkeepers tend to withdraw their children from schools at an early age so that the meagre family earnings could be supplemented.

7. Remedial Coaching

Most of the students drawn from the backward minority communities are grievously handicapped because many of them are

first generation learners with the result that they get neither academic environment nor academic support at home. This results in erosion of their confidence vis-a-vis their classmates leading directly to diminution of their capabilities. These students either drop-out in despair or just manage to pass the high school or plus two examination, but find it extremely difficult to get admission in a reasonably good college. They fail to qualify even for admission to polytechnics far less to colleges of Engineering and Medicine. At the end of their chequered academic career we find them rudderless and aimless. The Group strongly feels that provision of remedial coaching at Class VI, IX, X and XI to weaker students of minority community is a pre-requisite for lifting these communities above backwardness, mediocrity and educational lassitude. Unfortunately, this recommendation which forms part both of the Programme of Action and the guidelines issued by the University Grants Commission in the context of coaching for competitive examinations, has remained a dead letter. Now, remedial classes is a relative term; it should, in this context, also include enrichment or promotional classes for the relatively better students to enable them to compete with the general run of bright students.

8. Environment

A proper environment needs to be created which could be conducive to pursuit of education. Special Programmes of assisting a) the setting up of colonies on the outskirts of towns and b) improvement, renewal and brightening up of the

congested localities, should be taken up as part of a phased plan.

9. Crash Programme

A time-bound crash programme of school improvement with an in-built mechanism for covering minority concentration areas with the on-going programmes of Operation Blackboard, Non-formal Education and District Institute of Education and Training should be implemented on priority basis.

10. Instruction in Mother tongue

(A) Primary Education

The Group carefully considered the question of instruction in mother-tongue at the primary stage of education as provided under Article 350-A of the Constitution of India. On the basis of available evidence the Group has come to the conclusion that the present arrangements for instruction in Urdu at the primary stage are grossly inadequate even in those states where Urdu is the second dominant language. The Group, therefore, recommends:

- (a) The States and Union Territories and the Local Bodies should make all necessary arrangements for imparting instruction in Urdu at the primary stage for those children who claim it as their mother tongue.
- (b) The present Formula, of providing facilities for instruction through the medium of Urdu at the primary stage in institutions where there are minimum 10 students in a class or 40 in a school as a whole, has been found inadequate to meet the requirements and needs of the Urdu speaking people.

For substitution of this Formula the Group endorses the recommendations of the Gujral committee that:

- (i) Where in an area, speakers of Urdu constitute ten percent or more of the total population, one or more Urdu medium primary schools should be set up according to need. Such schools need not be exclusively of one medium. Efforts should be made to keep Urdu and non-Urdu medium students at the same school to avoid segregation,
- (ii) in an area where Urdu speaking people constitute less than ten per cent of the total population, an Urdu teacher should be provided in such schools as are likely to get a minimum of ten Urdu speaking students. This likelihood should be determined on the basis of the population of Urdu speaking children of school-going age in the area concerned, and
- (iii) for immediate purpose, bilingual teachers may be appointed in schools, mentioned in (ii) above. The existing teachers in such school may also be given incentives to learn Urdu additionally.

(B) Secondary Education

The Group carefully considered the safeguards for linguistic minorities at the Secondary Stage of Education and came to the conclusion that the 15:60 Formula is inadequate to meet the requirements and needs of Urdu speaking people. For substitution

of this Formula the Group endorses the recommendation of the Gujral Committee that :

- (i) at the secondary stage of education, the present formula, which required the enrolment of 15 students belonging to a particular linguistic minority in each class and 60 in the last four classes before the facility of studying in the minority language concerned is provided, has presented a number of hurdles in actual practice. In substitution of this formula, it should be presumed that two-thirds of the students leaving primary schools would be desirous of moving on to the next stage of education. Urdu medium sections in the existing secondary schools should be provided on this basis and Urdu knowing teachers appointed in anticipation of students offering Urdu as a medium. The emphasis should be on students studying through different media in the same school;
- (ii) In the case of higher secondary schools in cities having concentration of Urdu speakers, one Urdu medium higher secondary school may be opened for every group of 8 to 10 primary schools;
- (iii) State Governments should help in raising the standard of teaching in such Urdu medium higher secondary schools as are run by linguistic minorities themselves;
- (iv) the pre-conditions, if any, for permitting the setting

up of Urdu medium higher secondary schools and sections privately should be relaxed in favour of the linguistic minorities setting up such schools or sections and the procedure so simplified that the required permission would be granted within two months of the date of application.

The Group also agreed with the suggestion made in the Gujral Committee Report that the facility of Urdu medium secondary schools should, as proposed in the case of Primary Education, be provided wherever the Urdu speaking population of an area constitutes 10% of the population.

The education of the largest educationally backward minority has suffered immensely because: (a) the arrangements made for teaching in/of the mother-tongue have been grossly inadequate, and (b) properly trained teachers have not been posted. It is, therefore, necessary to ensure on a continual basis training of teachers in Urdu and their utilisation for the purpose for which they had been trained. Diversion of Urdu teachers to schools where there are few Urdu students should be specifically prohibited nor should any request on their part for transfer to schools where Urdu is not taught be entertained. A Centrally Sponsored Scheme for appointment of language teachers, fully funded by Government of India, should be launched in the Eighth Five Year Plan.

By suitable ground-work it should be ensured that Urdu textbooks are made available to the school students on time along

with text-books in English/Hindi.

(C) Three Language Formula

No programme for educational development among minorities can succeed unless adequate and effective arrangements are made not only for providing instruction to children from minorities in their first language (mother-tongue) at the primary level but also at the secondary level under the Three Language Formula. The distortions that have crept into that formula over the years operating to the disadvantage of Urdu should be straightened out in order to secure continuity along the educational ladder.

11. Continuous Evaluation of School Text-Books

Since 1981, the NCERT has been engaged in making concerted efforts to review school text-books from the stand-point of national integration to ensure that the school curricula designed in this country do not contain any material which can, directly or indirectly, perpetuate untouchability, racialism, regionalism, casteism and communalism in the impressionable minds of our school children. This is particularly important from the point of view of minorities that no hurtful reference is made to them in the school text-books. The NPE-1986 and POA-1986 have stressed that objectivity will be reflected in the preparation of text-books.

The NCERT has made some headway in this direction and has also advised the State Governments/UTs to set up in-built mechanism to establish continuous evaluation of text-book preparation and development. With the publication of new text-

books as a result of revised syllabus, a fresh programme of evaluation has been initiated in 1989-90 from the point of view of national integration, communal harmony and secularism. A Steering Committee at national level to oversee this programme has been set up. Under this programme, text-books brought out by State level agencies and private publishers and being used in Schools under all types of managements are to be evaluated.

This Group is of the view that the evaluation of text-books should be a continuous programme both at the Centre and the States. It should be effectively monitored periodically and members of minority communities should be associated with the process of evaluation and review.

12. Improvement of education in traditional institutions.

Traditional institutions like madrasas should be encouraged and assisted to include Science, Mathematics and English in their curricula. While doing so, it should be clearly realised that this would not only make the education being imparted in these institutions more comprehensive and balanced but also bring the alumni of madrasas into the educational mainstream of India. This is, however, easier said than done. In the first place madrasas have jealously guarded their independence over centuries and any false move that may be seen as imposition would be resisted. It has to be explained that the afore-mentioned courses are not being imposed but that assistance for running those courses would be made available only to those madrasas which seek it and have the potential and the infra-structure for running

these courses. It is not always realised that the teachers of traditional subjects in madrasas are usually low-paid and the financial resources of most of these madrasas are meagre. They would not, therefore, be able to pay to teachers of modern subjects, salaries at the prevailing rates. Their salaries would have to be funded by Government. If direct funding is not considered advisable, suitable grants may be made to the Central Wakf Council or the Maulana Azad Education Foundation, which could in their turn, utilise the grants for upgrading traditional education. The pattern of assistance to madrasas adopted by the State Government of Bihar could be emulated by other States as well. However, care would have to be taken to ensure that the Board constituted for looking after the madrasas is headed not by a politician but by a scholar of repute and that the functioning of the madrasas is supervised by a properly constituted inspectorate.

13. Training in Crafts

As provided for in the Programme of Action, 1986 technical training institutes should be opened in areas predominantly populated by artisans. The latter's children should be allowed to upgrade their inherited skills by availing of these facilities to the extent of 80%. Similar preferences may operate in case of admission to polytechnics.

It is widely recognised that there are sections in the largest backward minority which have traditionally displayed a great aptitude and dexterity for crafts. It is also realised that the representation of this community in government jobs is

extremely low and it is bedevilled by unemployment to a larger extent than other communities. Taking both these factors into view, it would be necessary to make their education more employment-oriented. To that end: (a) educational programmes with a vocational bias should be introduced in the educational institutions in minority concentration areas on a preferential basis; and (b) Craftsmen Training in appropriate skills should be provided for on a large scale through Industrial training Institutes/Craft Training Institutes and technical education in appropriate technologies in Polytechnics including Community Polytechnics in minority concentration areas. For ensuring adequate admission of the backward minorities in CTIs/ITIs, there is a strong case and a rational nexus. The same holds good in respect of Community Polytechnics, general Polytechnics. Artisans' children should be given admission through substantially relaxed standards and properly amended qualifications. It could be nobody's intention to freeze them at the craftsmen's level. By virtue of having traditionally specialised in skilled manual work, they are certainly entitled to upgradation.

14. Coaching for competitive examinations

One of the main handicaps from which the backward minorities are suffering is their negligible representation in services and government offices. This leads to frustration and alienation and to a sense of being prevented from full participation in the management and development of their country. It also deprives the community of the enlightening impact of

having people in Government jobs who are trained to take a comprehensive and objective view of things. It is, therefore, absolutely essential that coaching should be organised for various competitive examinations designed to select candidates for the whole gamut of posts in government. The first step to be taken in this connection is the overhauling and improvement of the existing 52 Coaching and Guidance Centres being sponsored by U.G.C. and being run by selected Universities and Colleges (which should be extended to other Universities/Colleges in minority concentration areas). The following measures ought to be taken for effecting drastic improvements in the functioning of these centres:

- (i) The scheme should be extensively publicised among the target groups, namely, educationally backward minorities. Their representatives should be told clearly that the centre would be closed down if candidates from the minority group do not turn up in sufficient numbers and with adequate quality. The Advisory Committee of the Centre should have on it a sizable number of reputed and influential representatives of the target groups. While selecting them territorial representation should be taken into account.
- (ii) The coaching centre should be a guidance and counselling centre for the students. This work should include imparting knowledge about career prospects and

openings, intimation about the various competitive examinations and their normal schedule, guidance relating to the choice of subjects and filling in of the application forms. The Director/Co-ordinator should periodically visit schools and colleges in the catchment areas of the centre, address the students and apprise and enthuse them about competitive opportunities and identify promising students.

- (iii) The students should be told clearly that for the majority of them it is a risky and very often bootless proposition to aim too high and prepare at the outset for competitions held for recruitment to the higher posts. Considering the vertical mobility that now prevails, it would be prudent and advisable for many of them to start with competitions for junior posts.
- (iv) All and sundry should not be admitted to coaching classes. The admission should be preceded by a very strict screening. Only those candidates should be selected who have a reasonable, say 50:50 chance of success. Different sets of students should be classified for different examinations according to their potential.
- (v) The selection of teachers for coaching classes should be made according to very exacting standards. The criteria for selection should not only be the quality of teaching but also concern for the backward

minorities.

- (vi) The casual and class room approach to coaching should be scrapped. Expertise should be gradually and rigorously developed. The teachers should be provided with examination papers for the last five years and advised to study the pattern of setting of papers, as also the examination results. The teachers should invariably circulate in advance to the students, synopses of the topics that they are going to take up. Reading material should be prepared with due care and stored properly in the library of the centre. It should be updated every year.
- (vii) The group discussion method should generally be adopted, for it brings in clarity.
- (viii) Due stress should be laid on the assignments and correction of work. Tests and simulation exercises should be undertaken as frequently as feasible.
- (ix) The duration of coaching should be adequate.
- (x) Backward minorities should be encouraged to start remedial and promotional classes in local high schools and colleges. They should be suitably assisted by the U.G.C.
- (xi) Admission test for Medicine, Engineering and Business Administration should also receive attention and requisite coaching arrangements should be made.

Coaching for typing and shorthand should also be provided. Joined to this should be an English teaching class. Those who succeed in competitive examinations even if these are for junior posts should be publicly honoured by the local community.

- ii) Instead of having separate coaching arrangements all the year round for different competitive examinations, the coaching should be divided into three groups:

The first would be concerned with civil services whether recruited through the U.P.S.C or the State Public Service Commissions;

The second, Inspectorate and clerical posts whether in central or state government offices or Railways, Banks, etc. and

Third, posts which require physical fitness. Recruitment to defence forces and police and para military forces would fall in this category.

It has been observed that minority community candidates have often shied away from the category of posts listed in the third group. The community should make a concerted effort to discard this kind of tendency.

- (xiii) Monitoring of the functioning of the centre by the U.G.C. and also by members of its Standing Committee on coaching deserves to be vastly improved.

- (xiv) The Regional Resource Centres which are on the anvil should be given the task of activating and elevating the existing centres. Their task should include, apart from co-ordination and preparation of material, improvement of standards of coaching all round.
- (xv) Those coaching centres, whose performance during the last three years is not satisfactory, should be closed down without any compunction. It should be possible to find better replacements for the centres so closed.
- (xvi) The quality of Directors/Co-ordinators of the Coaching Centres need to be vastly improved. Those Directors who have taken up this assignment as a routine one should be replaced. Even otherwise the normal term of a Director should be two years, extendable in case of Directors with outstanding performance, by another term of two years. Extension beyond four years should be given with the approval of the U.G.C. in those rare cases where the results have been persistently good.
- (xvii) In order to bring in the elements of selfless service and voluntary effort, the Ministry of Welfare has evolved a scheme for entrusting the work of coaching to some social organisations and educational societies. This programme should be suitably funded and properly monitored and reviewed.

The success, however, of both the schemes of coaching, which

in any case would include counselling and guidance, will, to a large extent, depend on remedial and enrichment classes to be held at Classes IX and X in selected schools in the minority concentration areas. It would be naive to expect that students who do not have a strong grounding in their subjects can become competitive through coaching, which may extend only from six to twelve months. The grounding of these candidates will have to be improved at the higher secondary stage and they would have to be mentally attuned to what they are expected to aspire and prepare for later in their academic career.

15. Adequate and earmarked funding of the Programme of Action & the 15- Point Programme.

The observation that special, systematic and unremitting efforts would be needed to bridge the gap between the educationally backward and the educationally advanced communities in the country can bear reiteration. Programme of Action, 1986 was not worked out in detail. It suffered because of uncertain and inadequate funding, lack of co-ordination between the Centre and the States and absence of effective supervision and monitoring. What is suggested here is not a rehash or repeat of the Programme of Action, 1986. The Group feels that the country can ill-afford to see that its largest minority which provides one out of every eight Indians continues to slide back and retard the country's development. Now that the Government, undeterred by overstressed constitutional niceties, has gone ahead with measures to provide the much needed support to backward classes, there should in all fairness, be no hesitation on the part of the

nation to rescue and salvage the largest backward minority from sinking deeper into the morass of ignorance and frustration.

It is, therefore, essential that the decisions contained in Chapter XIV on Minorities Education in the Programme of Action, 1986 and the relevant provisions in the 15-Point Programme should be spelt out to the last practical detail and implemented rigourously. State Governments should be enabled to execute the Programme in full by specific allocation of funds.

16. Proposed Amendment of 15-Point Programme

The 15-Point Programme may be recast so as to include General Education on the lines indicated below:

"Special steps, closely supervised and monitored at different levels, should be taken expeditiously to make up the educational leeway of backward minorities, including in particular opening of schools and ITIs with assured admission, schools and hostels for women in minority concentration areas and rigorous execution of provisions contained in the Chapter XIV on Minorities Education in the Programme of Action, 1986 and inclusion in the VIII Five Year Plan of a Sub-Plan of minorities education with earmarked funds".

17. Recognition and encouragement of voluntary effort.

Recognition and encouragement of voluntary effort for education of backward minorities is necessary. Government can,

in this context, act as a catalyst. Socially oriented and public-spirited persons in the communities should receive due recognition and impetus; for, in the ultimate analysis, it is the voluntary effort that can bring about a real educational and social transformation. The funds for encouraging voluntary effort could again, if deemed necessary, be channeled through Maulana Azad Education Foundation or Central Wakf Council and their counterparts or Wakf Boards in the States.

Federations and Associations of Minority-managed institutions should be encouraged and actively associated with the functioning of minorities education and implementation of programmes of educational uplift.

18. Awareness Programme

Measures ought to be devised and executed to create awareness, enlightenment and sensitivity to social needs. This can be achieved by publicising through mass media opportunities provided by the welfare state for removing educational, social and economic backwardness, opening small libraries and reading rooms in minority concentration areas, and recognising appropriately the concern of individual citizens for collective good. The enlightened and socially conscious citizens should be encouraged to work for their ignorant and insensitive fellow citizens and to make them alive to the opportunities that our secular and progressive country has opened up for them. A massive effort to liberate minorities from ignorance, illiteracy, and exploitation is called for. If we fail to make it the only

gainers will be forces of obscurantism and discord.

19. Admission of Minority students in special schools:

Admission of an appreciable number of minority students to the better run of general and public schools and Navodaya Vidyalayas should be secured as a matter of national policy by relaxing the standards, where necessary.

In every district and in all big towns well-informed, broad-minded and respected members of backward minorities should be identified and persuaded to liaise with the implementing agencies of the department of education. Efforts to raise the literacy rates and educational standards of backward minorities should reckon with the unfortunate fact of a disquieting lack of awareness and concern among these groups.

20. Monitoring

Strict and vigilant monitoring of the recommended programmes for minorities education is absolutely essential if these are to make a real impact. Monitoring will become effective and realistic in case men of integrity representing the intended beneficiaries are associated with the monitoring mechanism at different supervisory levels.

21. Goodwill and cooperation of Majority Community:

It is further incumbent upon Government to strain every nerve to promote communal accord. No programme for uplift of minorities can succeed unless the good-will and co-operation of the majority community are invoked and are forthcoming.

INTERIM REPORT
OF
THE GROUP ON EDUCATION
OF
MINORITIES

INTERIM REPORT

The Government of India constituted on 23rd July, 1990 the following ad hoc Group on Education of Minorities.

Shri R.K. Saiyed formerly Secretary Ministry of Communications Department of Posts C-II/24, Tilak Marg New Delhi - 110 001.	Chairman
Prof. Rais Ahmed C-27, Ranjit Singh Block Asiad Village Complex New Delhi - 110 049.	Member
Dr. Khalique Anjum General Secretary Anjuman Taraqqi Urdu (Hind) Urdu Ghar, Rouse Avenue New Delhi - 110 002.	Member
Shri Saiyid Hamid President Anjuman Taraqqi Urdu (Hind) Hamdard Institute, Hamdard Nagar New Delhi - 110 062.	Member
Ms. Qurratulain Hyder 7, Zakir Bagh, Jamia Nagar Opp. Surya Hotel New Delhi - 110 025.	Member
Dr. Mumtaz Ahmed Khan President Al Ameen Education Society 5, Miller Tank Bund Road Bangalore - 560 052.	Member
Shri G.N. Mishra 11/48, Pragnarain Road Lucknow - 1.	Member
Prof. M.A. Muttalib Mutual Assistance for Voluntary Institutions in India (MUAVIN) 11-5-465, Green Gate, Red Hills Hyderabad - 500 004.	Member

Shri Mata Prasad
Additional Secretary
Ministry of Welfare
Government of India
Shastri Bhavan,
New Delhi - 110 001.

Member

Shri K.K. Khullar
Consultant
Department of Education
Shastri Bhavan
New Delhi - 110 001.

Member-Secretary

2. The Terms of Reference of the Group are as under:

- (a) To review the recommendations/suggestions made by various Ministries/Departments of the Central and State Governments, Societies and Organisations; and
- (b) To make recommendations on some measures which may be taken by the Central Government in the immediate future.

The Group was requested to complete its work within about a month.

The first meeting of the Group was held on 6th August, 1990, in which the modalities of procedure, methodology etc. were discussed. In this meeting it was felt that the main problem before the Group was the grossly inadequate implementation of the Programme of Action - 1986, which was approved by the Parliament as a follow-up programme of the National Policy on Education - 1986. Accordingly, it was decided to form a Sub-Group (Sub-Group I) to visit some of the major States. Owing to paucity of time the Sub Group selected the States of Uttar Pradesh and Bihar and the Union Territory of Delhi for assessing the implementation of the Programme of Action - 1986. It was also decided to constitute a Sub-Group (Sub-Group II) to draft the Report. The composition of the Sub Group is as under :

Sub Group I

- | | | |
|-------|-----------------------|----------|
| (i) | Shri Saiyid Hamid | Chairman |
| (ii) | Dr. Mumtaz Ahmed Khan | Member |
| (iii) | Shri G.N. Mishra | Member |
| (iv) | Dr. Khalique Anjum | Convenor |

Sub Group II

(i)	Shri Saiyid Hamid	Chairman
(ii)	Dr. Khaliq Anjum	Member
(iii)	Shri G.N. Mishra	Member
(iv)	Shri Mata Prasad	Member
(v)	Shri K.K. Khullar	Member-Secretary

It was agreed that the Chairman would be invited to all the meetings of the two Sub Groups.

3. Assessing the quantum of work, including visits to a couple of States, the Group concluded that its tenure needed to be extended by two more months i.e. upto 5th November, 1990, to suit the convenience of the State Governments for the visits. Accordingly, it requested the Chairman to seek extension. In case Government ask for an Interim Report, it should not take more than a month and a half to submit it.

4. At the second meeting of the Group held on 20th August, 1990 at Shastri Bhavan, New Delhi, Shri Anil Bordia, Education Secretary, who was specially invited, stated that the Government was deeply concerned about the educational deprivation of the poorer sections of minorities. He added that Government in order to strengthen the programme of education of minorities, wanted the advice of the Group regarding appropriate additions to the 15-Point Programme for the welfare of minorities whereafter it could be effectively monitored and measured on a time-bound basis. He stated that the 15-Point Programme included two points which concerned the Deptt. of Education, namely improving the skills of the minorities through Community Polytechnics and giving them special coaching for competitive examinations. However, there was no specific point in the 15-Point Programme with regard to general education. He went on to say that the benefits of these two schemes for the educationally backward minorities have been rather limited. He requested the Group to give top-most priority to this issue and furnish its considered view within a month and a half an Interim Report. He endorsed the idea of on-the-spot assessment relating to the implementation of the Programme of Action - 1986. The Final Report could be given to the Government after interaction with the various organisations and groups and the State Governments within a period of three months.

5. The Group found itself in agreement with the Education Secretary's suggestions. To discuss the matter further it was decided to convene a meeting of the Drafting Sub-Group on 28th August, 1990. Members were requested to send their suggestions in the meanwhile. Accordingly, the Sub-Group met on 28th August, 1990 and prepared the draft Interim Report.

6. The draft Interim Report was considered by the main Group in its meeting held on 13th September, 1990. After detailed discussions and taking into account the suggestions received from the Members, the Group made the following recommendations:

(I) Status of the 15-Point Programme

In order to make it more effective, the status of the 15-Point Programme should be raised for purposes of implementation on the lines of 20-Point Programme and the erstwhile Minimum Needs Programme.

(II) Funds for 15-Point Programme

At present there are no funds earmarked for the 15-Point Programme nor is there any budget head for the purpose. This has affected implementation as well as monitoring of this programme adversely. Adequate funds should, therefore, be provided for this programme and, as in the case of the 20-Point Programme, their diversion should be barred.

(III) Sub-Plan for Minorities

The Group recommends that a Sub-Plan should be formulated as part of the Eighth plan for educationally backward minorities, on the lines of Special Component Plan and Tribal Sub-Plan. This should be done by all concerned Ministries/Departments of Government of India and State Governments/UTs.

(IV) Recognition/encouragement of Voluntary effort for the Welfare of Minorities

To make the Programme effective it is essential that the Central Wakf Council, State Wakf Boards, Charity Commissioners, Voluntary Organisations and the Community at large, should be actively associated and involved in the formulation and implementation of the Programme. This would inspire the target group with a sense of confidence and a feeling of participation. Government should encourage voluntary organisations to set up educational institutions, schools, ITIs, Polytechnics, Adult Education and Non Formal education programmes for educationally backward minorities. The modes of encouragement, such as assistance in the availability of land, in funding and prompt attention in the matter of recognition, special facilities relating to management should be spelt out in concrete terms.

(V) Monitoring

Monitoring is the essence of the Programme. Monitoring in the past has been of a routine nature. For the success of the programme, monitoring at various levels on a concurrent basis, punctuated with periodical stock-taking and reorientation and active involvement of voluntary agencies/non-officials of the target group in the process is absolutely necessary.

(VI) Education

Full facilities for education should be made available to the educationally backward minorities according to a specially mapped and temporally phased programme. Minority concentration areas should be given top-most priority in all programmes of providing educational facilities by the Centre, State Governments and local bodies. These programmes should cover not only minority concentration districts but also all minority areas and pockets and urban slums even in districts where, taken as a whole, minority population is thin. Special programmes should be mounted by Government for making up leeway in the education of educationally backward minorities, in planned and phased manner, including:

- (i) Opening of a large number of schools in areas of Minority Concentration;
- (ii) Opening of girls schools and hostels, including accommodation for lady teachers, in Minority concentration areas;
- (iii) Incentives to the minority students in the shape of freeships, scholarships, opportunity costs and uniforms etc; and
- (iv) Starting a broad-based country-wide scheme for provision of remedial coaching to students of educationally backward minorities on the lines, mutatis mutandis, of the scheme for SCs/STs. This should form part of the Eighth Five Year Plan.

(VII) Creating an Environment

It has already been accepted in the Approach Paper to Eighth Five Year Plan (1990-95) that, in many parts of the country, the minorities live in conditions that are not just backward but insecure and vulnerable. It is, therefore, necessary that a proper environment be created for all minority students, particularly girls, to enable them to participate successfully in the school education and to prevent them from dropping out. They should get full benefit of the proposal to link the programme of early childhood care, with every primary school, and providing in the vicinity of the school complex support services relating to availability of drinking water, fuel, fodder, and health care etc. For the target group, which is often condemned to live in densely populated slum areas, special programmes of (a) assisting the setting up of colonies on the outskirts of the town, and (b) improvement, renewal and brightening up of the congested localities, should be taken up as the provision of environmental pre-requisites for education.

(VIII) Crash Programme of school improvement

A time-bound crash programme with an in-built mechanism for covering, in the first phase of implementation, all minority concentration areas under the on-going-programmes of Operation Black-board, Non-Formal Education and District Institute of Education and Training should be included in the 15-Point Programme.

(IX) Instruction through the Mother-tongue

The constitution of India provides for instruction at the elementary stage in the mother-tongue of the child. However, in actual practice, the provision has been honoured only in the breach so far as Urdu linguistic minority is concerned. The Group strongly felt that the denial of this right to the minorities has contributed largely to their educational backwardness. The orthodox parents would have no truck with a system that deprives their children of access to education in their own language. This is part of the reason for the alarming drop-out rate. Those who persist lose the joy of learning and gradually lapse into back numbers, and their parents feel terribly alienated. The children of the Urdu speaking minority suffer grievously at an impressionable age because of lack of adequate facilities for learning in Urdu at the primary level.

Nothing short of instruction in the child's mother tongue at the elementary stage and inclusion of Urdu in the Three-Language-Formula at the secondary stage, can salvage the situation, remove the grievance of the minority and improve the quality of education and prospects of minority students. Unfortunately, the recommendations of the Gujral Committee (1975) to this effect have remained unimplemented to this day. The Group also observed that Urdu text books usually are not available at all and those few which are available do not enter the market on time. Two factors to the disadvantage of students seeking education in or through Urdu are: (a) non-availability, in time, of Urdu books, (b) absence for long periods of trained Urdu teachers. Arrangements for training of Urdu teachers are grossly inadequate. Urdu books are not available even in the libraries where Urdu speaking population lives. Urdu must become a language of administration in areas where 10% of the population is Urdu speaking. The Group felt that the mis-givings, about Urdu should be removed through effective remedial steps followed by a well-organised mass media campaign.

(X) Review of list of minority concentration districts

The Group observed that qualifying districts in the State of Assam have not been included in the list (POA-1986) of 40 minority concentration districts inspite of the fact that the number of districts in that State have a minority population of more than 30%. No UT has been included in the list. The List should be reviewed and up-dated.

(XI) Career Guidance Cells

Most of the minority students have no plans for their future. They just drift. This is because their parents are illiterate and poor. Career guidance cells should be set up in the schools by district education authorities in consultation with minority voluntary educational organisations.

To sum up, the Group recommends the following points on Education to be included in the 15-Point Programme.

- (a) Special arrangements should be made for making up the leeway in the education of the educationally backward minorities in a planned and a phased manner by opening a large number of schools, particularly girl schools and hostels and residential accommodation for lady teachers, in the minority concentration areas and pockets and by giving incentives and remedial coaching on a broad-based country-wide scale to the minority students. Environmental factors conducive to concentration on studies should be created to reduce the drop-out rate. Effective steps should be taken to create among the minority parents a sense of security and participation in the national endeavour. Tendency to segregate educationally should be curbed by securing guaranteed access to an appreciable number of minority students to the relatively better schools;
- (b) The decisions contained in the Chapter on Minorities Education in the Programme of Action - 1986 should be faithfully and rigorously implemented. The list of minority concentration districts should be reviewed;
- (c) A time-bound crash programme of school improvement should be executed in all minority concentration areas under the on-going schemes of Operation Blackboard, NFE, and DIETs. Minority schools should all be taken up in the first phase;
- (d) Instruction at the primary level should be imparted through the mother-tongue. This applies with greater force to the Urdu speaking linguistic minority where the policy directive seems to have been honoured more in the breach than in the observance. At the secondary stage suitable provision should be made in the Three Language Formula for the teaching of Urdu and other minority languages for those who claim them as their mother tongue. Urdu text books should be available to the school students on time along with text books in English/Hindi.
- (e) Recognition/Encouragement of Voluntary effort for Education of backward minorities is necessary.

- (f) A Sub-Plan for Minorities Education within the Eighth Five Year Plan with earmarked funds and in-built monitoring system should be prepared by every concerned Ministry/Department of Government of India and State Governments/UTs on the lines of Special Component Plan and Tribal Sub-Plan;
- (g) Career Guidance Cells should be formed in schools by district authorities in consultation with voluntary, local and social organisations; and
- (f) Monitoring should be done at all levels and voluntary agencies/non-officials of the target groups should be actively involved in the process.

8. In brief, the eight points listed in para 7 above are summarised as under for inclusion in the 15-Point Programme:

- (i) It should be ensured by proper care and supervision at various levels that special arrangements are made to help the minorities to make up the educational leeway. Educational facilities including opening of schools and girls hostels should be provided liberally in minority concentration areas. Incentives should be given to prevent dropouts. Instruction should be given in the mother tongue at the primary level, and at the secondary level, under the three-language formula. A time-bound crash programme consisting of Operation Blackboard, NFE and DIETs should be executed in all minority concentration areas. Recognition/encouragement of voluntary effort for education of backward minorities is necessary. Career Guidance Cells should be set up in all schools. The decisions contained in the chapter on Minorities Education in the Programme of Action - 1986 should be faithfully and rigorously implemented. The list of minority concentration districts should be reviewed; and
- (ii) A Sub-Plan for minorities education with earmarked funds should form part of the Eighth Five Year Plan. Monitoring should be done at all levels and voluntary agencies/non officials of the target groups should be actively involved in the process.

9. The Group is firmly of the view that, in order to make the 15-Point Programme more effective, its status should be raised for purposes of implementation on the lines of the 20-Point Programme and the erstwhile Minimum Needs Programme.

PROGRAMME OF ACTION - 1986

CHAPTER XIV

MINORITIES' EDUCATION

PRESENT SITUATION

Articles 29 and 30 guarantee the right of minorities to conserve the language, script and culture and to establish and administer educational institutions of their choice whether based on religion or language. So far as linguistic minorities are concerned the following constitutional guarantees have been provided which are in addition to articles relating to fundamental rights in part III of the Constitution:-

- (i) Article 29. Protection of interests of minorities.
 - (a) Any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own shall have the right to conserve the same.
 - (b) No citizen shall be denied admission into any educational institution maintained by the State or receiving aid out of State funds on grounds only of religion, race, caste, language or any of them.
- (ii) Article 30. Right of Minorities to establish and administer educational institutions.
 - (a) All minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice.
 - (b) The State shall not in granting aid to educational institutions, discriminate against any educational institution on the ground that it is under the management of minority, whether based on religion or language.
- (iii) Article 350 A. Facilities for instruction in mother-tongue at primary stage.
 - (a) It shall be the endeavour of every State and of every local authority within the State to provide adequate facilities for instruction in the mother-tongue at the primary stage of education to children belonging to linguistic minority groups; and the President may issue such directions to any State as he considers necessary or proper for securing the provision of such facilities.

The implementation of the above guarantees has been uneven although the various Conferences of Education Ministers, Government of India memorandum of 1956 as also the statement on languages in 1958 etc. have been laying emphasis on the special treatment to linguistic minorities.

2. According to 1981 Census, the religious minorities constitute about 17.4% of the population of which Muslims are 11.4%, Christians 2.4%, Sikhs 2%, Budhists 0.7% and Jains 0.5%. Ministry of Home Affairs have identified Muslims and Neo-Budhists as educationally backward at national level. It was agreed that the State Governments may also identify other groups which are educationally backward at the State level. Special efforts need to be taken to bring these educationally backward minorities on par with the rest of the society and to make them participate fully in the national developmental activities.

3. The National Policy on Education - 1986 States the following regarding education of minorities vide para 4.8 of the document: "Some minority groups are educationally deprived or backward. Greater attention will be paid to the education of these groups in the interest of equality and social justice. This will naturally include the constitutional guarantees given to them to establish and administer their own educational institutions, and protection to their languages and culture. Simultaneously, objectivity will be reflected in the preparation of text books and in all school activities, and all possible measures will be taken to promote an integration based on appreciation of common national goals and ideals, in conformity with the core curriculum."

PHASING OF TARGETS, STRATEGY ENVISAGED AND PRIORITY MEASURES

(a) PROGRAMME FOR 1986-87

The on-going programmes of the Department of education which would continue in 1986-87 are:-

- (i) Imparting of technical skills through the 10 Community Polytechnics set up in areas of predominant minority concentration.
- (ii) Programme of evaluation of text books from the stand-point of national integration currently undertaken by NCERT.
- (iii) Orientation programmes for principals/managers and training programmes for teachers of minority educational institutions to be taken up by NCERT in a phased manner.
- (iv) University Grants Commission's Scheme of giving assistance to universities/colleges for starting Coaching Classes for students belonging to educationally backward minorities.

(b) PROGRAMME TO BE IMPLEMENTED DURING REMAINING THREE YEARS OF THE SEVENTH PLAN VIZ. 1987-88 TO 1989-90:

The above schemes with supportive funding will be extended during the remaining years of the Seventh Plan. The NCERT, Ministry of Welfare and the Department of Education have been having dialogue with the Vice-Chancellors of the Universities of Aligarh, Jamia Millia Islamia, Kashmir, Marathwada and Osmania Universities, for setting up of Resource Centres which would provide training and guidance to minority educational institutions situated near these Centres. The scheme for setting up of such centres is at present under consideration of the Ministry. A proposal amounting to Rs. 65 lakhs has been made for the Seventh Plan period for setting up of these Resource Centres. The scheme of Community Polytechnics would also be extended to include five more polytechnics in the minority concentration areas during the Seventh Plan period.

(c) LONG TERM PROGRAMMES

EARLY CHILDHOOD AND TRADITIONAL SCHOOLS EDUCATION

Efforts will be made to teach Science, Mathematics and English on voluntary basis in institutions imparting instructions in Traditional Schools. Early Childhood Education Centres wherever possible will be set up in these schools and in areas pre-dominantly inhabited by educationally backward minorities. Socially Useful Productive Work will also be introduced in these institutions. A central scheme of assistance will be prepared by the Department of Education for this purpose.

PRIMARY EDUCATION

- (i) Institutionalise system for compilation of statistical information required by Commissioner for Linguistic minorities regarding educational facilities. This would be done by State Governments.
- (ii) Eliminating delay in sanctioning of linguistic minority teachers' posts and appointment of teachers by delegation of powers to District Collectors. Action will be taken by the State Governments.
- (iii) Survey on availability of text books in minority languages and setting up of printing facilities in minority languages. Action will be taken by the State Governments.
- (iv) Survey on availability of teachers' training facilities for teachers in minority languages and measures to enhance such capacity wherever necessary. Action will be taken by the State Governments.

- (v) Efforts will be made to utilise 15% of the curricular time for training in local crafts/trades and to arrange evening classes for children of artisans/agricultural labourers.

MIDDLE AND HIGHER SECONDARY EDUCATION

- (i) A scheme for in-service training from minority institution teachers in Science, Mathematics, Social Sciences, English and Career guidance, through SCERT and other resource centres and State career guidance institutions. At present the NCERT has a scheme for such training courses. The proposal is to extend this activity through SCERTs and other above mentioned institutions.
- (ii) A scheme for orientation courses for Managers and Principals of minorities institutions in modern educational techniques by SCERT. This is being done by NCERT at present on a small scale.
- (iii) Scheme of appointment of regional language teachers in minority institutions for national integration and for implementation of the Three Language Formula. This will be done by State Governments.
- (iv) A scheme for remedial coaching in minority managed educational institutions. This will be done by State Governments.
- (v) Minority managed educational institutions will be given a fair representation in the scheme for computer literacy in school education.

VOCATIONAL AND TECHNICAL EDUCATION

- (i) Provision of vocational courses in higher secondary schools specially catering to educationally backward minorities.
- (ii) Ensuring that in all the programmes on technical and vocational education included in the policy, minority run institutions derive full benefit.
- (iii) Setting up Crafts Training Institutes in identified minority artisan concentration blocks, with 80% seats for artisans' children.

WOMEN'S EDUCATION

- (i) As the women literacy and the girls enrolment is lowest among educationally backward minorities, in the schemes of opening of girls schools, appointment of lady teachers, opening of girls' hostels and providing of incentives in the form of mid-day meals, uniforms etc. Minorities need should be fully met.
- (ii) A Production-cum-Training Centre for crafts exclusively for girls preferably with women instructors with the extent possible in each of the identified minority concentration districts. This will be done by State Governments.

VOLUNTARY EFFORT IN ADULT EDUCATION & EARLY CHILDHOOD EDUCATION

Orientation courses for professionals from minority communities to motivate voluntary effort; attaching one centre to all minority institutions to create awareness of these schemes and to train supervisors for multiplier effect. This will be done by State Governments.

LIBRARIES, READING ROOMS AND EXTENSION WORK

Scheme for encouraging setting up of libraries, reading rooms etc. in minority areas; pilot project for educational extension work in a few blocks on an experimental basis. This will be done by State Governments which will provide adequate finances for the purpose.

MINORITY MANAGED EDUCATIONAL INSTITUTIONS

- (i) Clear guidelines for recognition and for timely disposal of applications. Each State Government to formulate its recognition policy and giving wide publicity to this.
- (ii) Effective monitoring arrangement should be made to see the proper implementation of the programmes.
- (iii) Scheme for setting up of a State-wise Federation of minority institutions, to help in seeking cooperation of minority institutions in effective implementation of educational uplift measures, in ensuring minimum infrastructure facilities, maintaining academic standards and protecting the interest of teachers; these bodies to be officially recognised and assisted.

AREA APPROACH

Special attention to the illustrative list of 40 minority concentration districts in locating schools so that minority children have access in matters of admission. The list of 40 districts is appended. The State Governments may include other

districts on the basis of the concentration of other educationally backward minorities.

SCHEME FOR SCHOLARSHIPS ETC.

Scheme for Scholarships for weaker sections on merit-cum-means basis, with in-built system of placement in good institutions; fee exemption fee concession/compensation for opportunity cost for artisans and other weaker sections; such help could be routed through Voluntary Societies of all India repute. To be implemented by State Governments.

ORGANISATIONAL AND MANAGEMENT ISSUES

(i) BENCH MARK SURVEY AND RESEARCH STUDIES

Arranging Bench mark Survey and periodical surveys to assess the increase in literacy and in educational attainments; scheme for periodical research studies on various aspects to improve the effectiveness of remedial measures, especially relative availability of schools in minority concentration areas. This will be done by State Governments.

(ii) ASSOCIATION OF EDUCATIONALLY BACKWARD MINORITIES WITH BOARDS OF EDUCATION AND OTHER ADVISORY BODIES

Educationally Backward minorities to be associated with various Education Boards and Advisory Committees at Central and State levels.

(iii) MONITORING ARRANGEMENTS

A Cell will be created in the Union Education Department and in the State Education Departments to monitor effective implementation of these measures.

(iv) REVIEW

There shall be a review of all minority education programmes every year.

LIST OF MINORITY CONCENTRATION DISTRICTS

STATES	DISTRICTS
UTTAR PRADESH	1. Rampur 2. Bijnor 3. Moradabad 4. Saharanpur 5. Muzaffarnagar 6. Meerut 7. Bahraich 8. Gonda 9. Ghaziabad 10. Pillibhit 11. Deoria 12. Barabanki 13. Basti
WEST BENGAL	14. Murshidabad 15. Malda 16. West Dinajpur 17. Birbhoom 18. Nadia 19. 24 Parganas 20. Cooch-Bihar 21. Howrah
KERALA	22. Malappuram 23. Kozhikode 24. Cannanore 25. Palghat 26. Wyanad
BIHAR	27. Purnea 28. Katihar 29. Darbhanga
KARNATAKA	30. Bidar 31. Gulbarga 32. Bijapur
MAHARASHTRA	33. Greater Bombay 34. Aurangabad
ANDHRA PRADESH	35. Hyderabad 36. Kurnool
HARYANA	37. Gurgaon
MADHYA PRADESH	38. Bhopal
RAJASTHAN	39. Jaisalmer
GUJARAT	40. Kachch

15-POINT PROGRAMME FOR THE WELFARE OF MINORITIES

I. Communal Riots

1. In the areas which have been identified as communally sensitive and riot prone, District and Police Officials of the highest known, efficiency, impartiality and secular record must be posted. In such areas and even elsewhere, the prevention of communal tension should be one of the primary duties of DM and SP. Their performances in this regard should be an important factor in determining their promotion prospects.
2. Good work done in this regard by District and Police Officials should be rewarded.
3. Severe action should be taken against all those who incite communal tensions or take part in violence.
4. Special court or courts specifically earmarked to try communal offences should be set up so that offenders are brought to book speedily.
5. Victims of communal riots should be given immediate relief and provided prompt and adequate financial assistance for their rehabilitation.
6. Radio & TV must also help in restoring confidence, communal harmony and peace in such affected areas.
7. It is unfortunate that certain sections of the Press sometimes indulge in tendentious reporting and publication of objectionable and inflammatory material which may incite communal tension. Editors, printers, publishers and other concerned will cooperate in finding a way to avoid publication of such material.

II. Recruitment to State and Central Services

8. In the recruitment of police personnel, State Governments should be advised to give special consideration to minorities. For this purpose, the composition of Selection Committees should be representative.
9. The Central Government should take similar action in the recruitment of personnel to the Central Police Forces.

10. Large scale employment opportunities are provided by the Railways, Nationalised Banks and Public Sector Enterprises. In these cases also the concerned departments should ensure that special consideration is given to recruitment from minority communities.
11. In many areas recruitment is done through competitive examinations. Often minority groups have been handicapped in taking advantage of the educational system to compete on equal terms in such examinations. To help them to overcome these handicaps steps should be taken to encourage the starting of coaching classes in minority educational institutions to train persons to compete successfully in these examinations.
12. The acquisition of technical skills by those minorities who are today lagging behind would also help in national development. Arrangements should be made to set up ITIs and Polytechnics by Government or private agencies in predominantly minority areas to encourage admission in such institutions of adequate number of persons belonging to these communities.

III. Other Measures

13. In various development programmes, including the 20-Point Programme, care should be taken to see that minorities secure in a fair and adequate measure the benefits flowing therefrom. In the various committees which are set up to oversee the implementation of such programmes, members of these communities should be actively involved.
14. Apart from the above general issues there are various local problems which develop into needless irritants to minorities. For instance encroachment of wakf properties and on graveyards have led to protests and grievances in some places. Suitable steps should be taken to deal with such problems on an expeditious and satisfactory basis.
15. Problems relating to minorities need to be attended to on a continuing basis so that apprehensions are allayed and genuine grievances redressed. To facilitate this, a special cell will be created in the Ministry of Home Affairs to deal with matters relating to minorities.

No.F.7-51/89 PN(D.III)
GOVERNMENT OF INDIA
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF EDUCATION

.....

New Delhi, the 5th October, 1989.

To

The Education Secretaries of
States/Union Territories

Subject : Policy Norms and principles for recognition of minority managed educational institutions other than those meant exclusively for imparting religious instruction.

Sir/Madam,

The National Policy on Education and the Programme of Action which were formulated by this Ministry envisage that guidelines for recognition of minority managed educational institutions and for the timely disposal of applications for such a recognition, be laid down. It is also indicated in the Programme of Action that each State Government/Union Territory would formulate its recognition policy and give wide publicity to the same. The Minorities Commission also got the question of recognition of minority educational institutions studied by a Committee of Experts. The Commission prepared a set of guidelines which were circulated to the State Governments/Union Territories in December 1988 for facilitating the formulation of these guidelines by them. It has, however, been observed that much progress has not been made by many States and U.T. Administrations in evolving these guidelines and norms. It was therefore, felt that it will be helpful if broad policy norms and principles for recognition of minority managed educational institutions other than those meant exclusively for imparting religious instruction are evolved and forwarded to the State Governments/Union Territories for appropriate action at their end. These policy norms have since been finalised after consulting other Ministries etc. and a copy is enclosed (Appendix).

2. It is requested that immediate action may please be taken in this behalf and this Department informed of the action taken.

Yours faithfully,

Sd/-

(S. P. TULI)

Joint Secretary to the Govt. of India

APPENDIX

POLICY NORMS AND PRINCIPLES FOR RECOGNITION OF MINORITY MANAGED EDUCATIONAL INSTITUTIONS OTHER THAN THOSE MEANT EXCLUSIVELY FOR IMPARTING RELIGIOUS INSTRUCTION:

1. Minorities can be based either on religion or on language.
2. Minorities may be in terms of a religious or linguistic community which is numerically less than 50 per cent of the population of the State concerned.
3. The agency managing the educational institution will have to possess some legal status - an Association of persons registered under the Societies Registration Act or a body with corporate soul etc.
4. Admission into minority managed educational institutions need not be confined to members of the minority.
5. Right to administer educational institutions shall be subject to reasonable regulations, which may include:-
 - stipulations regarding conditions of recognition by relevant authorities (such as Directorate of Education, Boards of Secondary Education, Universities, AICTE);
 - qualifications and conditions of service of teachers;
 - a requirement that the educational institutions run by a minority shall do nothing which may come in the way of communal and social harmony;
 - a requirement that the institution will not use its privilege as minority administered institution for pecuniary benefit of an individual or group;
 - disciplinary rules of the institutions in respect of their teaching and non-teaching staff being consistent with principles of natural justice;
 - observance of principles of sound administration;
 - enforcement of general laws of the land pertaining to the educational institutions concerned.
6. The minority managed educational institutions shall have the freedom to appoint any qualified candidate, but it would be advisable for them to select teachers and other employees through Employment Exchange or open advertisement.
7. Teachers in minority managed educational institutions should possess requisite qualifications.

8. The regulations shall not be such as to render the constitutional rights of the minorities nugatory, for example:-

- conditions that the Government shall have the right to take over the management of the institution;
- that the Government shall have powers to constitute managing committees;
- that the Governing Body of the institution shall include persons other than members of the minority community;
- that the Government can require the institution to reserve seats;
- that scholars of the institution would not be eligible to opportunities in higher education;
- that the Government shall have the right to insist on use of any language as the medium of instruction;
- that the institution shall not charge fees from students, etc.

The stipulations should be regulatory and /or educational character and conducive to making the institutions effective vehicles of education for minority communities.

9. There shall be no discrimination between minority and non-minority educational institutions in the matter of sanctioning grants-in-aid. Such grants-in-aid can be made conditional upon appropriate regulatory measures to ensure that the funds are used for purposes for which they are sanctioned.

10. Minority managed educational institutions receiving State aid -

- shall not deny admission to persons outside the minority on grounds of religion, caste, etc.
- shall not, without the consent of the pupil or his guardian, impart religious instruction or compel students to attend religious worship.

11. Procedures should be clearly laid down in respect of

- eligibility of a society/trust to be treated as minority;
- competent authority to grant recognition;

- procedure for grant/withdrawal of recognition;
- time limits for making decision.

12. Where recognition is not considered favourably, grounds of rejection shall be communicated to the educational institution to help it overcome obstacles in the way of recognition.

**Report of Sub-Group - I on visits to States of
U.P., Bihar, and the Union Territory of Delhi**

It is generally recognised that the report of the Education Commission (1965-66) headed by Dr. Kothari is a landmark in educational assessment and policy formulation. Although the recommendations contained in the report were accepted by Government, their implementation suffered on account of apathy. It was in 1985 that Government took stock of the educational situation, based on which the Education Policy of 1986 was framed. Keeping, presumably, in view the poor quality of implementation of the Kothari Commission's recommendations, it was decided this time to project the policy into a detailed Programme of Action. The New Education Policy also took stock of the fact that minorities, particularly Muslims and Neo-Buddhists, were backward in Education and therefore needed special steps for making up the leeway. The National Policy on Education - 1986 recognised the fact that "some minority groups are educationally deprived or backward. Greater attention will be paid to the education of these groups in the interest of equality and social justice. This will naturally include the constitutional guarantees given to them to establish and administer their own educational institutions and protection to their languages and culture. Simultaneously, objectivity will be reflected in the preparation of text books and in all school activities and all possible measures will be taken to promote an integration based on appreciation of common national goals and ideals, in conformity with the core curriculum."

The Programme of Action devoted a chapter to the Education of Minorities, in particular Muslims and Neo-Buddhists whom "the Ministry of Home Affairs have identified educationally backward at national level". It was expected that the State Governments would also identify the other educationally backward groups at the State level. The purpose of formulating the plan of action was "to bring these educationally backward minorities on par with the rest of the society and to make them participate fully in the National Development activities".

The rest of the chapter dealt, as follows,

with the phasing of targets, strategy envisaged and priority measures:

(a) Programme for 1986-87

The on-going programmes of the Department of Education which would continue in 1986-87 are:

- (i) Imparting of technical skills through the 10 Community Polytechnics set up in areas of predominant minority concentration.

- (ii) Programme of evaluation of text-books from the stand-point of national integration currently undertaken by NCERT.
 - (iii) Orientation programmes for principals/managers and training programmes for teachers of minority educational institutions to be taken up by NCERT in a phased manner.
 - (iv) University Grants Commission's Scheme of giving assistance to universities/colleges for starting Coaching Classes for students belonging to educationally backward minorities.
- (b) Programme to be implemented during remaining Three Years of the Seventh Plan viz., 1987-88 to 1989-90:

The above schemes with supportive funding will be extended during the remaining years of the Seventh Plan. The NCERT, Ministry of Welfare and the Department of Education have been having dialogue with the Vice-Chancellors of the Universities of Aligarh, Jamia Millia Islamia, Kashmir, Marathwada and Osmania Universities, for setting up of Resource Centres which would provide training and guidance to minority educational institutions situated near these Centres. The scheme for setting up of such centres is at present under consideration of the Ministry. A proposal amounting to Rs. 65 lakhs has been made for the Seventh Plan period for setting up of these Resource Centres. The scheme of Community Polytechnics would also be extended to include five more polytechnics in the minority concentration areas during the Seventh Plan period.

- (c) Long-Term Programmes

EARLY CHILDHOOD AND TRADITIONAL SCHOOLS EDUCATION

Efforts will be made to teach Science, Mathematics and English on voluntary basis in institutions imparting instructions in Traditional Schools. Early Childhood Education Centres wherever possible will be set up in these schools and in areas pre-dominantly inhabited by educationally backward minorities. Socially Useful productive Work will also be introduced in these institutions. A central scheme of assistance will be prepared by the Department of Education for this purpose.

PRIMARY EDUCATION

- (i) Institutionalise system for compilation of statistical information required by Commissioner for Linguistic minorities regarding educational facilities. This would be done by State Governments.

- (ii) Eliminating delay in sanctioning of linguistic minority teachers' posts and appointment of teachers by delegation of powers to District Collectors. Action will be taken by the State Governments
- (iii) Survey on availability of text books in minority languages and setting up of printing facilities in minority languages. Action will be taken by the State Governments.
- (iv) Efforts will be made to utilise 15% of the curricular time for training in local crafts/trades and to arrange evening classes for children of artisans/agricultural labourers.

MIDDLE AND HIGHER SECONDARY EDUCATION

- (i) A scheme for in-service training from minority institution teachers in Science, Mathematics, Social Sciences, English and Career guidance, through SCERT and other resource centres and State career guidance institutions. At present the NCERT has a scheme for such training courses. The proposal is to extend this activity through SCERTs and other above mentioned institutions.
- (ii) A scheme for orientation courses for Managers and Principals of minorities institutions in modern educational techniques by SCERT. This is being done by NCERT at present on a small scale.
- (iii) Scheme of appointment of regional language teachers in minority institutions for national integration and for implementation of the Three Language Formula. This will be done by State Governments.
- (iv) A scheme for remedial coaching in minority managed educational institutions. This will be done by State Governments.
- (v) Minority managed educational institutions will be given a fair representation in the scheme for computer literacy in school education.

VOCATIONAL AND TECHNICAL EDUCATION

- (i) Provision of vocational courses in higher secondary schools specially catering to educationally backward minorities.

- (ii) Ensuring that in all the programmes on technical and vocational education included in the Policy, minority run institutions derive full benefit.
- (iii) Setting up Crafts Training Institutes in identified minority artisan concentration blocks, with 80% seats for artisans' children.

WOMEN'S EDUCATION

- (i) As the women literacy and the girls enrolment is lowest among educationally backward minorities, in the schemes of opening of girls schools, appointment of lady teachers, opening of girls' hostels and providing of incentives in the form of mid-day meals, uniforms etc. Minorities needs should be fully met.
- (ii) A Production-cum-Training Centre for crafts exclusively for girls preferably with women instructors with the extent possible in each of the identified minority concentration districts. This will be done by State Governments.

VOLUNTARY EFFORT IN ADULT EDUCATION & EARLY CHILDHOOD EDUCATION:

Orientation courses for professionals from minority communities to motivate voluntary effort; attaching one centre to all minority institutions to create awareness of these schemes and to train supervisors for multiplier effect. This will be done by State Governments.

LIBRARIES, READING ROOMS AND EXTENSION WORK

Scheme for encouraging setting up of libraries, reading rooms etc., in minority areas; pilot project for educational extension work in a few blocks on an experimental basis. This will be done by State Governments which will provide adequate finances for the purpose.

MINORITY MANAGED EDUCATION INSTITUTIONS:

- (i) Clear guidelines for recognition and for timely disposal of applications. Each State Government to formulate its recognition policy and giving wide publicity to this.
- (ii) Effective monitoring arrangement should be made to see the proper implementation of the programmes.

- (iii) Scheme for setting up of a State-wise Federation of minority institutions, to help in seeking co-operation of minority institutions in effective implementation of educational uplift measures, in ensuring minimum infrastructure facilities, maintaining academic standards and protecting the interest of teachers; these bodies to be officially recognised and assisted.

AREA APPROACH

Special attention to the illustrative list of 40 minority concentration districts in locating schools so that minority children have access in matters of admission. The list of 40 districts is appended. The State Governments may include other districts on the basis of the concentration of other educationally backward minorities.

SCHEME FOR SCHOLARSHIPS ETC.

Scheme for Scholarships for weaker sections on merit-cum-means basis, with in-built system of placement in good institutions; fee exemption/fee concession/compensation for opportunity cost for artisans and other weaker sections; such help could be routed through Voluntary Societies of all India repute. To be implemented by State Governments.

ORGANISATIONAL AND MANAGEMENT ISSUES:

- (i) BENCH MARK SURVEY AND RESEARCH STUDIES

Arranging Bench mark Survey and periodical surveys to assess the increase in literacy and in educational attainments; scheme for periodical research studies on various aspects to improve the effectiveness of remedial measures, especially relative availability of schools in minority concentration areas. This will be done by State Governments.

- (ii) ASSOCIATION OF EDUCATIONALLY BACKWARD MINORITIES WITH BOARDS OF EDUCATION AND OTHER ADVISORY BODIES

Educationally Backward minorities to be associated with various Education Boards and Advisory Committees at Central and State levels.

- (iii) MONITORING ARRANGEMENTS

A Cell will be created in the Union Education Department and in the State Education Departments to monitor effective implementation of these measures.

(iv) REVIEW

There shall be a review of all minority education programmes every year.

15-POINT PROGRAMME

Points 8 to 12 relate to Recruitment to state and central services. Out of these points 11 and 12 excerpted below bear on technical education and coaching:

"11. In many areas recruitment is done through competitive examination. Often minority groups are handicapped in taking advantage of the educational system to compete on equal terms in such examinations. To help them to overcome these handicaps, steps should be taken to encourage the starting of coaching classes in minority educational institutions to train persons to compete successfully in these examinations.

12. The acquisition of technical skills by those minorities who are today lagging behind would also help in national development. Arrangements should be made to set up ITIs and Polytechnics by Govt. or private agencies in predominantly minority areas to encourage admission in such institutions of adequate number of persons belonging to these areas".

In July 1990, Ministry of Human Resource Development, Department of Education constituted a Group on measures to be taken for education of minorities. It consisted of ten members. While addressing the Group on Education of Minorities on 20th August 1990, Shri Anil Bordia, Union Education Secretary stated that "Government was deeply concerned about the educational deprivation of the poorer sections of minorities and was giving topmost priorities to this issue". He added that Government would like to elicit the Group's advice on the extension of 15-Point Programme for the welfare of minorities by way of including a few points on education and making the programme more purposive.

The Group submitted its interim report on 21st September 1990. It contained, among others, specific suggestion for extending the scope of the 15-point programme so as to include education of minorities.

It had been decided that a Sub-Group of the Group will visit U.P. and Bihar and the office of Delhi Administration to have detailed discussions with the concerned officers and voluntary organisations so as to assess the work done in the area of education of minorities and difficulties, if any, in the implementation of the programmes. It was in particular to look into the state of implementation of the Programme of Action under the National Policy on Education 1986. The Sub-Group consisted of Shri Saiyid Hamid, Chairman; Shri G.N. Misra, Member; Dr. Mumtaz Ahmed Khan, Member and Dr. Khalique Anjum, Convenor.

The Sub-Group accordingly visited Patna on October 22, 1990, and proceeded to Lucknow on 24th October and returned to Delhi on 26th October and had discussions with representatives of Delhi Administration on December 19, 21 and 24, 1990.

The Sub-Group had detailed discussions with concerned government officials and with various Minority Organisations and Institutions. Because of his prior occupations, Dr. Mumtaz Ahmad Khan could not accompany the Sub-Group and Shri G.N. Mishra could participate only in the discussions at Lucknow. During its visits to Patna and Lucknow, the Group had the benefit of the association of Dr. K. Oberoi, Education Officer in the Ministry of H.R.D. Department of Education. The pages that follow contain an account of the outcome of the Sub-Group's visits.

MINORITIES EDUCATION IN BIHAR

First Meeting - Patna

A meeting of associations and persons interested in the education of minorities was convened in the evening of October 22, 1990, under the aegis of Shri Jabir Husain, Chairman, Minorities Commission, Bihar. The following are the important points made at the meeting:

1. The Programme of Action under New Education Policy, 1986 does not appear to have received attention in the state which continued the schemes of general application assuming all the time that the minority community will benefit ratably from it. This is illustrated by the following instances and supported by the following observations of the participants.

i) Student population in the minority institutions has increased considerably, but the State Government, in the matter of sanctioning units to schools and colleges for additional enrolment, has continued to ignore the augmentation to the detriment of teaching standards. It was explained by representatives of government that this was largely due to resource constraints;

ii) minority institutions get a poor treatment in so far as sanctioning of funds for school/college buildings is concerned;

iii) Urdu books often get delayed in printing because the translation from Hindi into Urdu is taken up after the Hindi book has been completed. Non-availability of books at the beginning of the session has acted as a disincentive for students who initially wanted to take Urdu either as a medium or as a subject. In the course of discussion with the Officer Incharge of

publications, it was agreed that the prescribed Urdu books will be translated from the original Hindi books even as these are being written without waiting for completion. It was also suggested that book banks comprising Urdu text-books may be created for minorities as has been done for SC/ST students.

(iv) It was suggested that registration under Foreign Contributions Registration Act should be liberalised so that Minority Institutions, whose resources are generally meagre, could receive the much needed funds from reputed foreign funding agencies to supplement marginally the existing resources.

(v) Disbursement of teachers' salary in the minority institutions is often delayed by months for want of release of assistance by the State Government. To overcome this difficulty, the Vice-Chairman, State Minorities Commission, proposed that salaries to teachers of minority managed institutions be paid from the salary fund for government institutions. Shri S.D. Sharma, Additional Secretary, Government of Bihar explained that there was a proposal to pay the salary to all the teachers including madrasa teachers from the treasury direct; but a technical difficulty stood in the way. The Sub-Group suggested that, as a first step teachers of minority-managed modern institutions should be paid directly from the Treasury. The problem of madrasas should be tackled as the second step.

(vi) Transport facility should be provided for girl students; either buses or subsidised travel facilities be arranged for them.

vii) Provision of vocational training should be made in the minority institutions, especially those for girls.

viii) Hostel facilities should be set up for girls in relevant minority institutions. This will encourage girls from remote and rural areas to join the educational system.

ix) The coaching scheme should be entrusted to minority institutions. For the purpose, some reputed institutions like the Patna Medical College may be selected.

x) Relaxation in standards of admission be made in respect of students of minority institutions with regard to entry into professional colleges.

xi) Minority schools should be established in the remote outlying areas so that the benefit of education reaches those children who cannot afford to leave their villages.

xii) Although, Urdu has been recognised as the Second official language, it does not effectively enjoy that status.

xiii) No new school for the minorities has been opened by government over the years. There was no specific policy for the purpose. For this, it was suggested that Government should formulate a mechanism under which madrasas all over the state be brought under common norms. It was, however, pointed out that effort from within should be encouraged and we should not give the impression of interfering in the functioning of madrasas.

Chairman, Minorities Commission, Bihar, stated that:

- i. 90% of Muslims in Bihar are un-educated. This was partly due to the lack of interest by Government. There has been no scientific study at national level to trace the reasons for the educational backwardness of minorities.
- ii. A minority cell should be set up to oversee the progress made in the implementation of Government schemes, especially the 15 Point Programme.
- iii. 15-Point Programme should be recast in the context of the difficulties being faced by the minorities.
- iv. Professional and vocational training should be started in the schools.
- v. A national council of madrasas may be established to oversee the functioning of madrasas and to devise measures for improvement.
- vi. Facilities for Unani system of medicine should be provided at par with the Ayurvedic system.
- viii. Madrasa degrees should also be recognised for admission to UPSC examinations and to institutions like JNU, etc.

- ix. Grants-in-aid to madrasas should be provided at par with other similar institutions.
- x. Coaching Centres be strengthened in all the Universities - an institution of the type of the one at Allahabad meant for SC/ST be created for the benefit of the minorities.

Second Meeting - Patna

2. The next meeting was held in the forenoon of 23rd October to elicit the assessment and point of view of officials of the State Government:

- i. Shri S.D. Sharma, Additional Commissioner proposed that a centrally sponsored scheme may be launched for the educational uplift of the minorities. Shri Sharma further observed that government should evolve a mechanism for watching their interests.
- ii. Chairman suggested to the State Government that in order to make up their educational leeway minorities should receive concessions by way of relaxed standards in the matter of recognition as minority institutions.

School Text-Books:

It was reported that text books in Urdu are made available very late. In this regard, Director, Bihar Text Book Board stated that the Board was engaged in bringing out 256 titles in languages. He further stated that there has been tremendous pressure for making text books available timely in the context of the New Education Policy 1986. He, however, assured the Sub-Group that it shall be the effort of the Board to bring out publications in Urdu and Bengali well in time. The Sub-Group suggested that the translation from the Hindi version should be taken up simultaneously even as the Hindi version is being compiled without waiting for the Hindi version to be completed. Simultaneous printing of Hindi, Urdu and Bengali books can be secured in consequence. The Director agreed to the suggestion.

Higher Education:

There are 12 minority colleges in Bihar. Out of these, six are managed by Muslims.

It was reported to the Sub-Group that 16,000 posts of Urdu teachers are lying vacant. State Government should fill them expeditiously. The issue regarding promotion of Urdu teachers to institutions of Higher teaching should receive timely consideration.

SCERT

State Government reported that training has been imparted to 30,000 teachers; 5% of such facilities are reserved for Urdu teachers.

Third Meeting - Patna

3. The third meeting of the series was held at 3.30 p.m. on October 23, 1990, with some representatives of Voluntary Organisations:

i. It was stated that although Urdu has been recognised as the Second Official language of the State, the recognition has not brought about the expected improvement. It was emphasised that 16,000 posts of Urdu teachers are lying vacant in various institutions and no effective efforts have been made to fill them. Participants suggested that a well-manned and effective Directorate of Urdu should be created to oversee the progress of Urdu and the implementation of the second official language status.

ii. There has been indifference on the part of the State towards the minority institutions; their teachers and buildings, etc. Salary to the teachers in these institutions is not paid every month. A suggestion was made that the salary of the teachers in the minority institutions should be paid directly from the State budget. Similarly, girls' enrolment is on the increase but teaching units have not been sanctioned proportionately. The circular of the Government of Bihar containing benefits for teachers in government schools has not been made applicable to teachers in minority institutions.

Facilities provided to the Minorities

Government's version of the educational facilities provided to minorities in Bihar is contained in a note furnished to the Sub-Group. It says, among other things, that investment on minority education has increased over the years - the budget provision for madrasa education has been augmented from Rs. 6.77 crores in 1985-86 to Rs. 18 crores in the current year. Similarly, the budget allocation for secondary education in minority schools has been enhanced from Rs. 5.13 crores in 1985-86 to Rs. 13 crores in 1990-91. The corresponding figures relating to primary education are Rs. 4 crores (1985-86) and Rs.8 crores (1989-90). It is conceded that the allocation for minorities' education, as revealed by the above figures, has continued to increase; but no figures have been given to indicate that this rate of increase in allocation for minorities' education is in any way higher than or

even proportionate to the increase registered in the outlay for general education over this period of 5 Years.

The total number of teachers in the Minority Secondary Schools is 2,764. Cases of 26 proposed minority schools are under examination.

Scales of Pay:

The State Government took a decision on 19th October, 1990, to provide pay scales and other facilities to the teachers and administrative staff of the minority (secondary) schools at par with nationalised schools. The pay scales sanctioned are as follows:

	(Rupees)
1. Principal	3,000 - 4,500
2. Assistant Teacher (B.A. Trained)	1,640 - 2,900
3. Assistant Teacher (Pay scale after 12 years of service)	2,000 - 3,500
4. Clerk	1,200 - 1,800
5. Peon	725 - 1,025

For primary teachers also pay scales at par with nationalised schools have been provided w.e.f. 1.1.1990.

Vocational education has been started in 43 schools at plus two level. No special steps appear to have been taken for minority schools in so far as vocational education is concerned.

Government has been running Teachers' Training Certificate courses for Arabic and Persian teachers under the auspices of the Government Arabic and Persian Institute, Patna.

The report says that periodic monitoring of implementation of various education programmes is conducted and that the execution of the 15-Point Programme is reviewed every quarter. The results of the review were not made known.

Dearth of Hostels for Minority Students:

26 madrasas and 53 Minority Schools are earmarked for girls. The report goes on to say that "although the State Government has number of hostels for SC/ST, hostels for minority are negligible".

The number of teachers and staff in 594 primary minority schools is 4,533.

The Bihar State Text-Book Publishing Corporation publishes 61 titles each in Urdu, Bengali and Maithili, out of which 17 relate

to language and 44 to non-language subjects. The other two minority languages for which books are published by the Corporation are Oriya and Santhali. It is proposed to introduce books in Telugu as the Second Language.

Madrasa Education:

There are 4,239 madrasas in the State (of which 1,253 receive grants from the State Government). According to Government's estimate about one lakh students get education in the madrasas. The Certificates and the Degrees awarded by the Bihar State Madrasa Education Board have been recognised by the Universities of Patna, Bihar, Mithila and Magadh.

The Sub-Group feels that the State Government of Bihar apparently did a good turn to madrasas by funding as many as 1,253, out of a total of 4,239. In pursuance of this policy, the remaining 2,986 madrasas should also be taken for state funding. The management of the Board of madrasas and its functions ought to be reorganised. The extent of supervision, if at all, exercised by the Board over the functioning of madrasas is negligible. In the existing milieu to leave madrasas to their own resources would be to invite gross mismanagement. It is, therefore, imperative that the functioning of the madrasas and of the Board should be reviewed through a Commission. One of the steps necessary, prima facie, would be to establish an inspectorate for supervising these schools. It is learnt that misappropriation on a large scale took place in the Board and that investigations are being made against the Board's Ex-Chairman and some senior officials. This too would suggest overhauling and restructuring of the Board.

Considering that four Universities of Bihar have recognised the Degrees and Certificates of the Bihar State Madrasa Education Board, there should be no hitch in the remaining State Universities recognising them. The Education Department of the State Government may consider, at their earliest convenience, taking up with the concerned Universities the question of the requisite recognition.

The taking over of madrasas and their total funding by the State was evidently a progressive step. It has, however, been shipwrecked on the shoals of corruption, inefficiency and lack of supervision. For the expansion and development of Arabic and Persian languages and Islamic Education, the Government of Bihar constituted the Bihar Madrasa Examination Board in 1922. It was converted into an autonomous state level apex institution, viz. Bihar State Madrasa Education Board in 1979.

The Board supervises examinations, payment of salaries to teachers, appointments and development of madrasa education. In all, 1263 madrasas are being funded by government; the remainder coming under the Board's purview only for purposes of examination. The break-up is as follows:

Wastania (1058), Fauguania (99), Maulvi (57), Alim (25), Fazil (14).

Languages taught are Hindi, Urdu, Arabic, Persian and English. Subjects taught include Science, Mathematics, History, Geography, Political Science, Economics, Sociology & Domestic Science.

The goal for the students is a teaching job. For lack of funds vocational training courses prepared by the Board could not be introduced, nor could Science subjects beyond the Maulvi stage.

Out of the madrasas that do not get financial assistance from Government, 800 are for women. They need to be helped out on priority basis.

The Government budget for Bihar Madrasa Education Board in (1989-90) amounted to Rs. 18 crores.

The Bihar Madrasa Youth Front pleaded for award of scholarships by Urdu Academy to madrasa students. The Front also drew attention to the need for appointment of translators, assistant translators and typists against the official announcement of creation of 800 posts.

The equivalence of examinations conducted by madrasas is as follows:

(i)	Wastania	Middle Standard
(ii)	Fauguania	Matric Standard
(iii)	Maulvi	Intermediate Standard
(iv)	Alim	Graduate Standard
(v)	Fazil	M.A. Standard.

Each madrasa has a managing committee manned by members elected from local public. Islamic Education in madrasas includes the teaching of Quran, Hadis, Tafsir, Fikha and Islamic History. Arabic, Persian, Urdu, English and Hindi are also taught. Modern subjects include Science, History, Geography, Political Science and Mathematics. The absence of qualified teachers of Science and Mathematics is being felt. There are no training colleges for teachers in madrasas.

The Scheme framed by the Board for vocational Training to madrasa students in six vocations has not been implemented due to paucity of funds. Its priority deserves to be upgraded.

Rules under the Madrasa Education Board have not been formulated yet. In many cases, norms laid down for affiliation of madrasas to the Board have been deviated from.

Sub-Group felt that the following steps need to be taken for improvement and expansion of the madrasa system:

- (i) The non-official Chairman should be selected with due regard to administrative capacity and interest in

traditional education. Chairmen selected on political grounds have tended to damage the system through extraneous considerations and ignorance.

- (ii) An evaluation of the functioning of aided madrasas ought to be undertaken.
- (iii) The unaided madrasas, including in particular madrasas for women, should be taken up for assistance and supervision by the Board.
- (iv) Introduction of coaching of science at Maulvi (Intermediate) stage.
- (v) To begin with, vocational training should be introduced in selected madrasas.

The preceding pages contain a brief account of the extensive discussions that the Sub-Group represented by Shri Saiyid Hamid and Dr. Khalique Anjum had with representatives of educational, linguistic and social organisations and concerned officials of the State Government. The Sub-Group's findings are summarised as follows:

1. The Programme of Action 1986 does not appear to have attracted the State Government's attention on a systematic and concerted basis. It is doubtful whether provisions in the Programme relating to minorities education were conveyed appropriately and duly spelt out by the State Government to the implementing levels. No arrangements were made for monitoring the programme through regular feedback. In short, the programme received a very low priority. The general impression created in the country by the New Education Policy was that special steps were being taken for the uplift of educationally backward minorities. The impression is not borne out by facts. And those not very favourably disposed towards minorities have been led to believe that the minorities are being pampered.

2. Bihar Muslims are educationally very backward. The relevant data is tucked away in the pigeon-holes of Registrar-General's office. Local Muslims, however, believe that 90% of Bihar Muslims are illiterate and their women's condition in this respect is even worse.

3. No attempt has been made by the State Department of Human Resource Development to map out the plan for opening of additional schools so as to ensure proper coverage and spread, and removal of existing deficiencies of schools in minority concentration areas.

4. Womens' Education among Muslims called for special treatment by way of: (a) providing, assisting or subsidising transport to school and back and (b) opening of hostels in selected girls schools and colleges so that girls from suburban towns and villages could continue their education.

5. It is widely recognised that the majority of Muslim students come from homes where they do not get academic support or atmosphere. It was, therefore, provided that remedial coaching be arranged for them, without which they cannot become competitive and get their share in admissions and jobs. This has not been done, not even touched.

6. The appalling rate of drop-outs among Muslims at various stages has not been tackled at all; neither the reasons gone into, nor remedial action taken. This ominous danger signal should not remain unheaded.

7. Recognition of minority institutions has been tardy and the standards applied have been exacting where relaxation would have been appropriate. Recognition of technical and professional institutions bristles with tremendous difficulties. An engineering college in Patna and a medical college in Katihar are languishing because of the too technical, unimaginative and wooden attitude of the authorities vested with the power of recognition.

8. Bihar has done well in respect of recognising and funding of madrasas. However, the benefit has been restricted to less than half of the existing madrasas. The administrative arrangements for the functioning of the Madrasa Board have been very indifferent. There is no provision for supervision. The resultant conditions can be imagined.

9. Bihar State played a pioneering role in giving Urdu the status of the second official language of Bihar. Translators (1000) have been appointed and Urdu typewriters have been purchased. Interviews for another 800 posts of translators are yet to be held. Applications and representations in Urdu are entertained in offices and their replies are sent in Urdu. Government rules, regulations, orders and circular notifications, however, are not published in Urdu. Similarly, one looks in vain for an Urdu version of the State gazette. The delayed action has however been unable to evoke the requisite response from the intended beneficiaries and has thus been robbed of part of its impact.

10. The number of Urdu medium primary schools, according to the information verbally conveyed, was 5,500. It was exceeded by the number of schools where Urdu is taught as a subject. The inability of the Bihar Government to provide statistical data regarding Urdu medium schools has been noticed by the Commissioner for Linguistic Minorities in his reports. The number of Urdu primary schools needs to be enhanced considerably to meet the demand. This would be the most important single step in promoting minorities education.

The State Government does not appear to have taken up the programme of establishing Urdu medium secondary and higher secondary schools, which it should have done. These have mainly been opened by the Linguistic minority itself.

The Three Language Formula has been adopted in Bihar in the following manner:

First Language : Hindi, Urdu, Bengali, Oriya, Maithili and Santhali

Second Language : Hindi (for non-Hindi students) or Sanskrit (for Hindi students)

Third Language : English.

Urdu as first language is taught under the Three Language Formula from class I to Class X in Urdu medium schools. It is imperative that the facility for teaching Urdu should be provided in non-Urdu medium schools as well.

12. Refreshingly, there is no shortage of Urdu trained teachers in Bihar. There is reservation for Urdu medium students in teachers' training colleges. Urdu linguistic minority is running quite a few teachers' training colleges. However, there are no Urdu knowing Inspectors in the Department of Education. It seems necessary that in order to co-ordinate and supervise the execution of State Policy relating to Urdu, an Urdu Directorate may be set up.

13. It was stated that during the last three years no unit was sanctioned to a minority school. A request was made that minority institutions should be given their share from the building fund of the Education Department. It was also requested that Book Banks be given to minority institutions as well. There was a grouse about inordinate delays in payment of salaries.

14. The Education of Muslim women is stated to suffer because there is no provision for transport. For encouraging parents to send their daughters to school, bus services should be subsidised.

15. It was suggested by the representatives of Muslim Educational Institutions that in order to promote education among minorities, government should come forward in a big way and open a network of primary schools in minority concentration areas. Another point made at the meeting was that Muslim minority is sliding back in education and that education in mother-tongue, in so far as Muslims are concerned, was getting discouraged. The percentage of Urdu knowing teachers is declining. When an Urdu teacher retires, replacement is not effected. There are many instances of Urdu scripts being examined by non-Urdu knowing examiner. In Navodaya Vidyalayas there is virtually no arrangement for teaching in Urdu and other minority languages; there is only one such school. There is no teacher trained in

Urdu teaching methodology. These instances go to show the indifference with which minorities education is being treated.

16. Although a very senior post has been created for the monitoring of the 15-Point Programme, the first incumbent Shri Siddiqui, is without an office and supporting staff. It is necessary to formulate a special work plan for the education of minorities covering general education and technical education. The syllabus for science subjects in madrasas has not been revised for the last 12 years. The degrees of the Madrasa Board are not recognised by U.G.C. or J.N.U. Madrasa Education would require a heavy dose of grant for buildings, laboratories and libraries.

17. It was stated that 12,000 teachers had not been paid their salaries for the last seven months. 250 cases of recognition of minority institutions are pending with government.

The Additional Secretary to Government stated that unless a centrally sponsored scheme for madrasa education is introduced, expansion and reform would be difficult.

Although an ordinance was issued barring recognition to new degree colleges, engineering and medical colleges, there were instances of deviation.

A Minority Finance Corporation has also been set up but it has no office. Minority institutions have not been recommended any help for purchasing equipment so that vocational courses could be started.

On 23rd October, a meeting took place in the Secretariat with officers of Government. The Additional Commissioner, Education, emphasised the need for having centrally sponsored schemes for minority education. The official version relating to recognition of minority schools was that, in all, 205 Minority Secondary Schools were recognised by government; the number recognised over the last eight years was only twelve including schools of various non-Muslim minorities. This shows that the authorities are not liberal in recognising minority institutions. Precious little, it seems, can be done in a situation where the government itself does not open schools for minorities and also discourages them from opening these by voluntary effort. 26 applications for recognition are reported to be pending. After 2nd October 1980, schools were sanctioned without committing government for their funding. It was stated that Rs. 84 lakhs have been earmarked for vocational education.

18. Three districts in the State, namely, Purnia, Katihar and Darbhanga figure in the All-India list of 40 minority concentration districts. It was suggested that Bihar Sharif and Bhagalpur should be added to that list.

19. It appears that translators appointed to facilitate official work in Urdu had been diverted to other jobs. 16,000

posts of Urdu teachers were reported to be vacant in Primary, Middle and Higher Secondary levels.

The demand was repeated that in order to eliminate delays in payment of salaries to teachers of minority institutions, their salaries should also be paid from the treasury and the District Education Officer should be made the drawing and disbursing Officer for them. Other demands related to the opening of a Directorate of Urdu and the appointment of a Minority Affairs Minister.

Findings relating to Bihar

On the positive side, Bihar has

- (i) Recognised Urdu as the Second Official Language. In the first instalment, 15 districts were covered; the remaining districts were brought into the fold eight years later.
- (ii) Arrangements for teaching Urdu in schools have been made, although there is considerable room for improvement.
- (iii) Madrasa Education has been funded by Government and Degrees and Certificates awarded by madrasas have been recognised in four Universities of the State.

On the deficiency side it was discovered that

- (i) No specific action has been taken either in respect of the provisions of the Programme of Action or the points 11 and 12 of the 15-Point Programme, which relate to vocational training and coaching for competitive examinations. The State Government representatives advanced the plea that the aforementioned provisions and points needed to be funded by the Central Government.
- (ii) The Programme relating to Urdu would receive a fillip if a Directorate of Urdu with adequate powers to secure information and to coordinate implementation were established.
- (iii) It was stated that 16,000 posts of Urdu teachers were lying vacant and the 12,000 teachers of minority institutions had not received their salaries. Delays in disbursement of salaries have occurred repeatedly.
- (iv) Recognition of minority institutions has become an uphill task, with the result that voluntary effort in the field of education gets discouraged.
- (v) Availability of Urdu text-books gets delayed because of the time taken in translation from Hindi.

MINORITIES EDUCATION IN UTTAR PRADESH

A full-fledged discussion with the officers of the State Government representing various departments directly or indirectly concerned with General Education and Technical Education, took place in the afternoon of October 24, 1990. It continued till very late in the evening.

15-Point Programme

Technical Education

We first took up Technical Education. The 12th Point in the 15 Point Programme reads as follows:

"The acquisition of technical skills by those minorities who are today lagging behind would also help in national development. Arrangements should be made to set up ITIs and Polytechnics by Government or private agencies in predominantly minority areas to encourage admission in such institutions of adequate number of persons belonging to these communities."

It was pointed out that there are thirteen minority concentration districts in UP comprising: Rampur, Bijnore, Muzaffarnagar, Gonda, Ghaziabad, Pilibhit, Meerut, Deoria, Barabanki, Moradabad, Saharanpur and Basti. Arrangements have been made in the already existing Government Polytechnics at Moradabad and Lucknow. The crafts in which training is imparted are: House wiring, welding, plumbing and sanitation, cutting and stitching of garments, making of steel-pipe furniture and box making. The intake in 1988-89 was 601 in Moradabad and 438 in Lucknow. Out of 13 minority concentration districts, Community Polytechnics have been set up in 8 districts, viz., Moradabad, Saharanpur, Meerut, Gonda, Ghaziabad, Pilibhit, Deoria and Basti. Polytechnics are yet to be established in Rampur, Bijnore, Muzaffarnagar, Bahraich and Barabanki. We were told that these latter have also been sanctioned but the centres will be opened according to a phased programme.

The question was raised at this stage whether the benefit of these Community Polytechnics has reached the target groups substantially. No answer in the affirmative was available, although it is a centrally sponsored scheme meant primarily for educationally backward minorities, and the State Government gets hundred percent assistance therefor. It was explained to the officers of the State Government that the Programme of Action provides for the "setting up of Craft Training Institute (C.T.I.) in identified minority artisan concentration blocks, with 80% seats for artisans' children". It seems that this important provision has been lost sight of. In such a situation no improvement on the past practice is expected where artisans' children used to remain high and dry because of educational backwardness.

The Sub-Group strongly feels that:

- (i) The programme of setting up community polytechnics should have received greater attention and all the 13 polytechnics should have been established by now. Where these have been set up, an assessment should have been made as to whether they are actually serving the purpose for which they are designed.
- (ii) Clear instructions should issue to the concerned authorities to ensure that 80% of the admissions to these polytechnics are from artisans' children. This would conform to the spirit if not to the letter of the relevant provision in Programme of Action 1986. Are we or are we not interested in the upward movement of the children of artisans?

The Sub-Group was told that one ITI each has been opened at Tanda, Amroha, Nagina, Swar and Nanpara. It was also brought to notice that there are 13 privately managed ITIs in the State. The Government representatives were requested to furnish details in respect thereof including as to when they were set up and whether they have been recognised.

Books:

The State Council of Educational Research and Training (SCERT) has been charged with re-writing of books for classes I to XII. The work has been accomplished in respect of books for Classes I, II and III. According to the phased programme, books for the remaining classes will have been re-written by the year 1993. It is expected that there would be no objectionable material in the books which the SCERT would take up. Particularly, attention should be given to books relating to social studies, specially history. The Committee was told that the Sameekchak Mandal examines books with a view to exclude any matter that may be objectionable from the minorities point of view. One reason for delay in supply of Urdu books was that book shop-keepers were discouraged by the small number of books involved. A suggestion was made that Urdu Academy, U.P. may be persuaded to undertake the supply of Urdu books in remote outlying areas.

Teaching of Urdu:

On behalf of the Sub-Group, Shri Khalique Anjum, Secretary, Anjuman Tariqqi Urdu (Hind), voiced the grievance that the prescribed Urdu text-books did not reach remote outlying areas; for example, out of the 33 Urdu text-books prescribed last year for classes I to VIII, only 29 books were available. He made an offer, on behalf of Anjuman Taraqqi Urdu, to undertake printing of Urdu books if local agencies did not keep to the schedule. Shri Venkatachalam, Special Secretary incharge of Publications, took note of the complaint regarding inordinate delays in making Urdu books available, which discourage students from offering

Urdu, and undertook to remove the grievance.

It was mentioned by the States representatives that there were 1573 Urdu Medium Primary Schools in U.P.

The Sub-Group felt that next to absence of arrangements in schools for teaching of Urdu, the worst deterrent was non-availability of Urdu books in time. This had led to the parents, who were keenly interested in getting their children taught through Urdu medium, reconciling themselves in sheer desperation to deprivation of their children from Urdu. The States representatives felt that it was responsibility of the State to make Urdu books available in time so that students learning through the medium of Urdu were not put to a disadvantage.

Urdu Teachers :

5000 posts of Urdu teachers had been created. Out of these 4320 were filled by promotion from primary to the middle level. 800 fresh appointments were made; 225 posts are still vacant. A point was made that the posts which became vacant consequent on promotion of 4320 teachers had remained unfilled. The Directorate of Basic Education stated that most of the posts thus rendered vacant had since been filled. The break up of such appointments was not readily available.

Another disincentive for taking up Urdu was the non-availability of Urdu trained teachers. Apart from the general shortage of such teachers, the problem was worsened by wrong postings. Many Urdu trained teachers were posted to schools where there was no provision for Urdu teaching and vice versa. The Director, Basic Education stated that this complaint was genuine and that he was on the task of remedying the mismatch. There were four Urdu Medium Teachers' Training Schools situated at Lucknow, Sakaldiha, Mawana and Agra. It has to be seen as to whether they were really effective and were properly manned. A detailed note relating to the teaching and status of Urdu may be seen at the end captioned "Urdu in Uttar Pradesh".

Maktabs and Madrasas :

There are 1151 Maktab teaching Arabic. Out of these 814 receive government's grant-in-aid. The functioning of the Maktabs and Madrasas is supervised by Registrar Arabic Madrasas. The present incumbent of the post whose headquarters are at Allahabad, is Mr. Rizvi, appeared before the committee. There are 373 Arabic madrasas out of which 242 get grant-in-aid. These have now been taken over by government.

Early Childhood Education :

Centres under this scheme covering 68,69,000 children are functioning in 895 blocks. Minority habitations have not received any special consideration under the Scheme. Madrasas have not been taken up under Operation Block Board with the

result that their condition has not registered any improvement. Since these are recognised by the State Government, there is a strong case for extending to them the benefit of the Operation Black Board Scheme. The state officials suggested that the Committee could well approach the Central Government for issuing explicit directions on this point to the State Governments.

Recognition of Minority Institutions :

It transpired that there was no need for awarding recognition to minority managed institutions in respect of schools imparting education upto class VIII. These schools already have the authority to appoint teachers according to their judgment. As regards Secondary level schools, 236 institutions have so far been recognised as minority institutions, the break-up being as follows :

Muslim 115,	Jain 11,	Christian 73,
Buddhist 1,	Sikh 27,	and Linguistic Minorities 9.

According to the State representatives, 7 applications for recognition are pending. The Committee that considers applications for recognition as Minority Institutions consists of Secretary to the Chief Minister, Education Secretary and Law Secretary. It was pointed out to the representatives of the State Government that the figures given by them relating to pending applications needed to be re-checked, for, it is a very large number of applicants who have been approaching the U.P. Association of Minority Managed Institutions, the State Minorities Commission, the Central Minorities Commission and the Central Ministries of Education and Welfare, regarding large pendency and baffling delays in recognition. It transpired that the guidelines for recognition issued by the centre have been changed in U.P. to include a provision that the majority of the students in the school seeking recognition as a minority institution should be Muslims. The Sub-Group pointed out that this is a retrograde and anti-integration step. This is in conformity with the earlier attitude adopted in respect of recognitions on such grounds as that one or two non-Muslims figured among the founding fathers of the institution.

The Group was told that the U.P. Urdu Academy is running night schools for teaching Urdu. These classes are held for two hours. The teachers are paid Rs. 300/- per month as honorarium. 100 such schools are functioning. The condition is that at least ten learners should be available. The Academy has made a request to Government for a grant of Rs. 20 lakhs to run schools upto class V. The Secretary of the Urdu Academy, Dr. Chaddha, informed the Sub-Group that there are 5,000 students learning Urdu who were being given scholarships. Some difficulty was being experienced in respect of Urdu text-books for Classes IX to XII. These have been prepared so far by NCERT. It was suggested to him that the books prepared by NCERT may be adopted.

It was mentioned that there were five Urdu Medium Schools in

Lucknow district situated in Jamalnagar, Bakshi Ka Talab, Amethi, Gosainganj and Nigram. There were 41 primary schools and 79 Secondary schools where Urdu was being taught as a subject.

A detailed discussion with representatives of Urdu Institutions and the Council for Religious Education (Dini Talimi Council), revealed that material offensive to the sentiments of the minorities has from time to time found its way into the prescribed text-books. It was conceded that wherever objections relating to such material were conveyed to the State Government it took remedial action. It would be interesting to give here an excerpt from the survey report of the Dini Talimi Council :

"History is being distorted in the prescribed books for schools particularly those relating to History and Social Sciences. It is sought to make out that Muslim Kings were leading the Muslim faction in a war between Hindus and Muslims, whereas, in fact, they were interested only in aggrandising their territory. In fact the Turks and Mughals drew many ministers and commanders of forces from Hindus, in the same manner as Rana Pratap and Shivaji had Muslim officers in their army and offices. Because of fights between Hindu and Muslim Kings, the relations of Hindu and Muslim subjects were not Hstrainedat all.

When the British became overlords of the country, in order to sustain their rule they distorted history with a view to create hostility between two communities. It is a matter of regret that even after Independence, the distortions were not straightened out but were deepened by those who were thinking of a Hindu Rashtra."

The survey goes on to give many instances of material designed to cause bad blood between the different communities, and in particular to hurt Muslim sentiments.

Findings relating to Uttar Pradesh

The Sub-Group's conclusive observations relating to the status of minorities' education in U.P., with particular reference to: a) 15-Point Programme and b) Programme of Action are as follows :

1. The Directorate of Urdu in U.P. is neither functioning nor designed to function effectively. Out of a staff of eight persons, only one knows Urdu. Ever since Shri Mittal, the whole-time Director retired, the Directorate has been given as additional charge to Dr. L. Pandey, Director Basic Education, who has taken a number of measures to improve the teaching of Urdu.

2. The recognition of minority managed institutions in U.P. bristles with irritating and unending difficulties. The delays, which could easily have been avoided, cause frustration and alienation. A significant clue to the obstructive character of those entrusted with the task of recognition is the insertion made in the guidelines in this State of a clause insisting that

the majority of students should belong to the minority community.

3. There has been considerable delay in appointment to the 5000 posts of Urdu teachers sanctioned by a previous administration in Uttar Pradesh. About 250 posts were yet to be filled.

4. The arrangements relating to availability of Urdu books and Urdu trained teachers and for their training leave much to be desired in the State. Deficiencies in this respect have virtually banished Urdu from U.P. and handicapped it in Bihar.

5. With regard to implementation of the 15-Point Programme for the welfare of minorities, the Point No. 12 relating to the setting up of ITIs and Polytechnics by Government in predominantly minority areas has received only token consideration.

6. As regards Point No.11, no steps appear to have been taken by the State Government to encourage the starting of coaching classes in minority educational institutions to train persons to compete successfully in these examinations.

7. One of the greatest disincentives for the minority communities, particularly Muslims, to take to education is the fact that they find prospects of securing government jobs extremely bleak. The policy relating to recruitment of minorities needs to be liberalised if the educational backwardness of the largest minority community is to be removed.

8. As regards the programme of Action 1986:

a) Articles 29, 30 and 350 (A) of the Constitution relating respectively to protection of interests of minorities, right of minorities to establish and administer educational institutions; and facilities for instruction in mother-tongue at primary stage, have been honored more in the breach than in the observance. Serious efforts do not appear to have been made to remove effectively the grievances of the minorities in so far as educational facilities are concerned.

b) As regards specific programmes, no action has been taken in the state to teach Science, Mathematics and English on voluntary basis in institutions imparting instruction in traditional schools nor have early childhood education centres been set up in these schools and in areas predominantly inhabited by educationally backward minorities; nor has socially useful productive work been introduced in these institutions. The Central Government's department of Education too does not appear to have prepared and executed a central scheme of assistance for this purpose (page 117 of Programme of Action).

c) With regard to middle and higher secondary education, five steps were outlined in the Programme of Action. The committee did not come across any evidence to suggest that in-service training arrangements had been made for teachers of minority institutions in Science, Mathematics, Social Sciences, English and Career Guidance through SCERT; nor has SCERT taken up orientation courses for managers and members of minorities institutions in modern educational techniques. The provision regarding introduction of a Scheme for Remedial Coaching in Minority Managed Educational Institutions remains a dead letter despite its vital importance.

9. Apropos the provision in the Programme of Action relating to vocational and technical education, no preference has been given to minority institutions in providing vocational courses in higher secondary classes and in the programmes on technical and vocational education. Similarly, the provision relating to the setting up of Craft Training Institutes in identified minority artisan concentration blocks with 80% seats for artisans children has failed to attract the State Government's attention.

10. As regards women's education, the needs of minorities have not been met in the schemes of opening girls' schools, appointment of lady teaches, opening of girls hostels and providing of incentives in the form of mid-day meals, uniform, etc. The scheme for opening Production-cum-Training Centre for crafts in each of the identified minority concentration districts has not been implemented.

11. The provision relating to voluntary effort in adult education and early childhood education has not materialized either.

12. In the setting up of libraries, reading rooms, etc., minority concentration areas have not received any preferential treatment.

13. Apropos Minority Managed Educational Institutions, guidelines for recognition have not been publicised. In Uttar Pradesh an Association of Minorities Managed Institutions already exists but the State government have neither recognised it nor sought its co-operation in effective implementation of educational uplift measures.

14. The Scheme of scholarship for weaker sections on merit-cum-means basis with in-built system of placement in good institutions etc has not taken off the ground.

15. The organisational and management issues delineated in the last paragraph of the chapter on Minorities Education envisaging bench mark and periodical surveys and research studies have gone again by default; nor has there been an annual review of minority education programmes; no cell seems to have been created in the State Education Department to monitor implementation of the

measures for educational uplift of minorities. The association of minorities with various education boards and advisory committees has been minimal and ineffective and the recommendations contained in the Programme of Action have not made any difference to the situation. What is required is the inclusion of independent persons, held in esteem by the minorities, in various education boards and committees.

16. As regards Urdu :

There is shortage of Urdu trained teachers and facilities for training teachers to teach through Urdu are grossly inadequate.

State Government created 5,000 posts of Urdu Primary teachers in 1972 and another 5,000 in 1984. Appointments were delayed.

A large number of Urdu teachers are asked to teach subjects other than Urdu. The State Anjuman Taraqqi Urdu has demanded that teachers who are not qualified to teach Urdu may be engaged for teaching other subjects for which they may be qualified and fresh appointments of Urdu trained teachers be made against these posts. The appointment of teachers of basic schools as teachers of junior schools caused vacancies which have persisted to the detriment of Urdu teaching and the discouragement of those who wanted to offer Urdu.

No arrangement for training of the untrained teachers appointed in 1972 and 1984 were made. Untrained teachers of Sanskrit and Arts are reported to be placed in a higher grade than untrained Urdu teachers.

Although 4 Urdu Teachers' Training colleges were set up (at Lucknow, Agra, Mawana and Varanasi) these do not have a single trained teacher. Further, no Urdu medium school is affiliated to these colleges for practical training. The grant of Rs. 10,000/- per annum sanctioned to each of these colleges for purchase of Urdu books has remained unutilised. It is against this overall disquieting picture, a matter of satisfaction is that the State Government has recognised Muallim-i-Urdu course of A.M.U.

The Directorate of Urdu was set up 1989. It has little achievement to its credit. It was reported that, significantly, only one out of the 9 members of its staff knows Urdu.

The Three Language Formula has been implemented in U.P. in the following form:

First Language: Hindi Classes (VI to VII)

Second Language: English or any other Modern European Language - Classes VI to VIII.

Third Language: Any language from amongst Languages mentioned in the Eighth Schedule of the Constitution - Classes VI to VIII.

For all practical purposes, facility for teaching Urdu under the Formula has not been provided.

Apart from the Formula, there is a general complaint that Urdu teachers are not provided even where sizable number of students seeking to learn Urdu are forthcoming. There is, reportedly, not a single non-Urdu medium school in which facility or Urdu teaching is provided.

According to the information provided by the officers of the Department of Education, there are 1375 Urdu medium primary schools. The number is ridiculously low in the context of the extent of Urdu speaking population. Further, none of these schools has been established by Government. The number of these schools is now one fourth of what it was in 1962 and 205 less than in 1983-84. This is an alarming trend explained by the prevailing antipathy and discrimination against this category of schools. According to the official sources, Urdu was being taught as a language subject in 4453 primary schools. Government claim that every primary school run by Nagar Palika has an Urdu teacher has been challenged by Urdu representatives on the basis of their personal knowledge of existing gaps. They had further stated that: (i) The Urdu period is not shown in the school timetable Urdu teachers, therefore, are unable to teach; (ii) The marks secured in Urdu are not added to the aggregate. This serves as a further disincentive; and (iii) Curriculum for primary schools does not include the syllabus for Urdu.

In such an adverse atmosphere the 10:40 formula remained virtually a dead letter. The Gujral Committee's more practical recommendation of the provision of at least one Urdu medium school in areas where Urdu speaking population was 10% or more and where it was less, the provision of an Urdu teacher in these schools which are likely to get a minimum of 10 students, has evidently not found acceptance.

Secondary Education in U.P. covers Classes VI to XII. The number of Junior High Schools managed by the Linguistic Minority is 18. The State Government does not provide facilities for instruction at the secondary stage through minority languages. The claim that facilities for instruction through Urdu medium exist in the State from Classes VI to VII was not substantiated by figures and facts. Although at the higher secondary stage instruction through Urdu medium is not provided, yet facility to answer questions in Urdu at the High School and Intermediate examinations in Urdu is reportedly available.

It was pointed out that a substantial number of students would have preferred to study through Bengali, Punjabi, Sindhi or Urdu but the State Government did not appear interested in providing facilities. Therefore, even the facility grudgingly provided to take the High School and Intermediate examinations in the mother-tongue was beset with so many hindrances that it was availed of

only marginally.

Although the policy of Advance Registers in schools to record the names of students seeking to be taught in Urdu is reported to have been adopted, instructions to that effect have evidently not issued nor the register maintained in any school. It is obviously not possible for 40 students to come together to seek admission in parallel Urdu medium classes.

The gradual and studied emasculation of Urdu in U.P. is a tremendous national loss. The present state of Urdu is the cumulative result of a constellation of adverse circumstances created and prevailing for decades. Concessions made to Urdu from time to time have invariably dried up in the sands of apathy. Rehabilitation of Urdu in Uttar Pradesh would, therefore, call for a carefully planned and massive programme.

MINORITIES EDUCATION IN DELHI

Detailed discussion between the Sub-Group and representatives of Delhi Administration held on the 19th, 21st and 24th December revealed that the Administration did not take any specific cognizance of the provisions of the Programme of Action under the New Education Policy; it took marginal notice of the Fifteen Point Programme. Queries relating to various provisions threw up the following information:

1. A time-bound action plan has not been drawn up for implementation of the Chapter XIV relating to educationally backward minorities, in the Programme of Action under the New Education Policy 1986.
2. The envisaged Orientation courses for professionals from minority communities to motivate voluntary efforts and attachment of one centre to create awareness of these schemes remain unimplemented.
3. Pilot project for educational extension work has not been undertaken.
4. The representative of the Directorate of Education informed the Sub-Group that the required time-bound action plan is being drawn up for the VIII Five Year Plan and is likely to be executed from 1990-91. Nothing, however, has emerged so far.
5. Although it was stated that a minority cell has been set up in the Department of Education to monitor the special programmes for minorities, queries led to the conclusion that, but for a clerk, to whom the work has been entrusted, monitoring cell does not exist.

6. Recognition of minority managed institutions has not presented problems in the Union Territory of Delhi. The important decision taken at the very outset by the Administration relating to minority managed institutions is their exemption from the requirement of producing essentiality certificate. The problem does not exist here as it does in the States of Bihar and Uttar Pradesh.
7. No steps have been taken by the Delhi Administration for introducing Science, Mathematics and English on a voluntary basis in madrasas.
8. The Scheme on remedial coaching for middle and higher secondary levels for educationally backward minority groups has not been introduced; nor any effort made specifically to improve their competitive ability for admission to medical, engineering, and other professional courses. The Administration is, however, running a general scheme, "Study Campus/Study Centres". These centres run for five months, from October to February.
9. There is no specific provision for nomination of members from minority communities on Delhi School Advisory Board. At present, there is no such member on the Board.
10. During the academic year 1990-91, three training courses were organised by SCERT and 100 teachers of minority institutions were trained.
11. As regards appointment of regional language teachers, these teachers are provided where the number of students offering the language is six or more. The impact of the scheme has been negligible evidently because of practical difficulties encountered by such students. The information furnished by the Directorate is restricted to the appointment of language teachers (23) to minority institutions.
12. With regard to introduction of vocational courses in minority institutions, the Sub-Committee was informed that altogether there are 21 minority institutions at Senior Secondary level out of which vocational courses had been introduced in five institutions only.
13. Separate figures about education centres, early childhood education projects, reading rooms and libraries, and educational extension centres, have not been maintained. The total number of adult education centres is reported to be 3,750 and of reading rooms/libraries 48. There is no indication whether any of these Centres is located in minority concentration areas for women's education.
14. The number of girls institutions set up in minority areas is 18 and that of lady teachers appointed therein is 150. No girls' hostels have been opened in minority areas.

15. No Federation or Association of minority institutions has been set up either through voluntary effort or by the Administration.
16. No scheme for scholarships, etc., on merit-cum-means basis, with in-built system of placement in good institutions, has been formulated for minorities. Bench Mark Survey and Research Studies have not been conducted relating, inter alia, to effectiveness of remedial measures and availability of schools in minority concentration areas. Educationally backward minorities do not appear to have been associated with various Education Boards and Advisory Committees.
17. The envisaged annual review of minority education programmes has not been undertaken.
18. During the course of discussion with Secretary, Education and Director, Education on 24th December, It was stated that whenever there is a demand for teaching in Urdu medium, sections in that medium are opened. This has reportedly been done in respect of the Central district (Old Delhi) and Trans-Yamuna colonies. It was suggested on behalf of the Sub-Group that minority concentration on a sizable scale has also taken place in a) Okhla and Jamia Millia areas and b) in and around Jamia Hamdard (Govindpuri, Sangam Vihar, Tigri, Madangir, etc.), and that, therefore, these two concentration areas need to be surveyed for opening of schools and addition of Urdu medium sections to the existing schools. It was agreed that Urdu Academy would take up the proposed survey. The Sub-Group also suggested that the schemes of Delhi Administration relating to the education of minorities and the opening of Urdu Medium Schools/Sections needed to be publicised. This task could also be undertaken on a continuing basis by the Urdu Academy.
19. Hundred public libraries exist under the Delhi Administration. It was agreed that Urdu Academy will open libraries and reading rooms catering to Urdu speaking population.
20. The publication of curricular Urdu text-books still leaves much to be desired. The general issue whether the NCERT would withdraw immediately from the publication of text-books or according to a phased programme, remains to be decided yet between the NCERT and Delhi Administration. As of now, 43 prescribed Urdu text-books are not available. So far, Delhi Administration has been responsible for publishing books upto Class VIII beyond which it is the responsibility of the CBSE and NCERT. The problem relating to limited availability of Urdu trained teachers and wrong postings persists. Attention of the Delhi Administration Secretary and Director of Education was drawn to the vacancies among Urdu teachers which are as many as 115. The Sub-Group was informed that there are, in fact, 140 vacancies and that action has been taken to advertise

double that number. The processing has gone apace and it is expected that by February 1991 the vacancies will be filled and a panel will be available for subsequent appointments.

21. The following schemes of Delhi Administration need to be so reoriented that their benefit accrues substantially to backward minority communities:

A. Study Campus/Study Centres :

The aim of the scheme is to establish study centres in order to provide facilities of supervised study to those students who do not have stable study corners at their residence. It is proposed to open 12 centres during 1991-92 with an outlay of Rs. 70,000. Priority in setting up these centres should be given to those living in congested localities like the walled city.

B. Improvement of the Facilities for Science Teaching in Schools:

It comprises of the following programmes:

- i) Improvement of facilities for teaching science,
- ii) Provision of separate laboratories (Physics, Chemistry and Biology) in Senior Secondary Schools,
- iii) Provision of general science laboratories in middle classes of Senior Secondary Schools,
- iv) Provision of general science laboratories for middle schools, and
- v) Provision of general Science equipment for primary sections of Senior Secondary Schools.

The approved outlay for 1991-92 is Rs.25 lakhs. For the VIII Plan, the outlay for purchase of Science equipments is Rs.100 lakhs. Benefit of this scheme should be so channelled that it reaches poorly equipped Muslim schools in sufficient measure.

C. There are Specialised Coaching facilities for talented students of SC/ST communities to prepare them for competitive examinations in professional disciplines.

A similar Scheme for educationally backward minorities ought to be introduced.

D. Minorities should get preference in such schemes as free supply of uniforms, free transport facilities to girl students (also in Urban areas), improvement of school libraries, starting of book banks, free supply of text-books, and provision of mid-day meals.

The Three Language Formula adopted in Delhi is as follows:

First Language : Hindi

Second Language : English

Third Language : Sanskrit or any minority language.

In schools run by minority managements, where the medium of instruction is the minority language, the first language taught is the minority language. Through an uncalled for restriction the facility for teaching Urdu is generally provided only to those students whose mother tongue is Urdu. There are very few non-Urdu medium schools teaching Urdu as a Modern Indian Language under the Three Language Formula. This is yet another instance of deliberate injustice to Urdu.

There is an acute shortage of Urdu trained teachers, particularly in subjects like Mathematics and Science. Many posts of Urdu teachers have been lying vacant for years on end. There is a shortage of about 140 teachers in 27 Secondary and Senior Secondary Schools. There are three teachers' training centres: two for B.Ed and one for Basic Training. Seats in Delhi and Jamia Millia are reserved for Urdu medium students, but none is reserved in basic school training centres.

86 text-books have been prescribed for classes I to XII but only 45 text-books are available in Urdu. The lack of text-books and shortage of Urdu medium teachers have told heavily on the standards and results of Urdu medium schools. For example, for this reason, in one of the schools as many as 78 girl students of Class X (evening shift) failed in Mathematics and Science.

The number of Urdu medium schools (five middle, ten secondary and twelve Senior Secondary) fall pitifully short of the requirement. This results in tremendous overcrowding and dilution of standards. In the Fatehpuri Higher Secondary School, 360 students are reported to be studying in one section of Class VI.

The number of Urdu medium primary schools - 95 - is grossly inadequate in relation to the Urdu speaking population; some concentrations are not covered at all.

Some offices of Delhi Administration entertain and reply applications in Urdu. Rules and regulations are also published in Urdu. There is an Urdu cell in the Language Department.

The following points emerged during discussions of the Sub-Group with representatives of Delhi Administration dealing with vocational and technical education.

1. It appeared that Point No.12 of the 15-Point Programme enjoining the setting up of ITIs and Polytechnics in predominantly minority areas to encourage admission in such institutions of an adequate number of persons belonging to these

communities, failed to evoke any effective administrative attention or instructions.

2. The Sub-Group was told that, in all, there are eight Polytechnics under Delhi Administration. One Polytechnic situated in G.T. Canal Road, was expected to attract students from educationally backward minorities, but the expectation does not seem to have been fulfilled. The list of the Polytechnics is as follows:

- (i) Community Polytechnic, G.T. Karnal Road.
- (ii) Two Polytechnics at Pusa, one to be shifted to G.T. Karnal Road.
- (iii) Two women's Polytechnics at Maharani Bagh, one to be shifted to Rohini.
- (iv) G.B. Pant Polytechnic, Okhla.
- (v) Institute of Commercial Practice, Patparganj.
- (vi) Polytechnic awarding Diploma in Pharmacy, Pushpa Vihar.

3. There are 13 ITIs. The following Table indicates the proportion of minority students:

Name of the I.T.I.	Sikh	Muslim	Christian	Total
(i) I.T.I. Pusa	71	9	5	85
(ii) I.T.I. Arab Ki Sarai	22	9	1	32
(iii) I.T.I. Tilak Nagar	30	5	5	40
(iv) I.T.I. Jaffarabad	25	1	1	27
(v) I.T.I. Gokhle Road	9	3	-	12
(vi) I.T.I. Shahdara	20	15	2	37
(vii) I.T.I. Malviya Nagar	11	7	6	24
(viii) I.T.I. Nand Nagri	-	-	-	-
(ix) I.T.I. Jahangir Puri	-	-	-	-
(x) I.T.I. Subzi Mandi	26	9	1	36
(xi) I.T.I. Siri Fort	23	7	3	33
(xii) I.T.I. Kichri Pur	-	-	-	-
(xiii) I.T.I. Narela	5	2	-	7
Total	242	67	24	333

The total seats in the ITIs are 7,636. The Sub-Group was informed that the ITI at Gokhle Road (in Mori Gate) has been established this year for minorities. It transpired that it is far removed from minority concentration areas, and the number of minority students is extremely insignificant, 3 out of 160.

The Programme of Action 1986, approved by Parliament lays

down that Craft Training Institutes be set up in identified minority artisan concentration blocks, with 80% seats for artisans' children. The provision has been honoured more in breach than in observance. The admission to ITIs and Polytechnics continued to be made on the basis of marks obtained in the qualifying examination with no relaxation for minorities and no reservation for artisans' children. No one seems to have realised that vocational and technical field is a sphere where minority students, provided they get admission, can do very well. These institutions should, further, have non-official minority representation on the admission Committees. Efforts should be made to draw students from madrasas also to the Polytechnics and ITIs. Publicity about admission to ITIs is not being done at all in Urdu newspapers with the result that generally Muslim students remain unaware.

5. The Assistant Director promised to furnish the number of minority students admitted to Polytechnics and ITIs.

6. It also appeared that the provisions in the Programme of Action relating to vocational courses in Higher Secondary Schools specially catering to educationally backward minorities, and the drawl of benefit by minority-run institutions from the Programme of Technical and Vocational Education, have not received specific attention.

7. During the course of discussion on 24th December with Smt. Prasad, Director of Technical Education, attention was drawn to the following points:

- i) The 15-Point Programme and Chapter XIV relating to minorities in the Programme of Action under the New Education Policy 1986, related specifically to the Muslims and Neo-Buddhists who had been declared to be educationally backward.
- ii) The Programme of Action had provided that in the Craft Training Institutes 80% of the seats be made available for craftmen's and artisans' children.

Taking cognizance of these factors, the Director of Technical Education Stated that although the Directorate was sympathetic to the backward minorities, reservation of seats was not possible unless and until the relevant ministry of Government of India, namely the Ministry of Labour, issued clear directives to that effect. It was pointed out that although the polytechnic at Mori Gate had been specifically established to cater to the training of Muslim girls, the number on rolls was as insignificant as three, out of a total intake of 160. It was suggested on behalf of the Sub-Group that the schemes from which the minority community could benefit may be publicised repeatedly in Urdu dailies, particularly those which are generally read in that community.

A Note furnished by the Directorate is appended.

**NOTE ON THE ACTIVITIES ON TRAINING BEING IMPARTED
TO MINORITY COMMUNITIES IN TECHNICAL INSTITUTIONS
IN DELHI**

The Directorate of Training & Technical Education imparts technical education in training units: Polytechnics & Industrial Training Institutes, which are dispersed in various corners of the metropolis. As regards the facilities for education to the minority communities, there is no specific reservation of seats in the regular courses because the reserved seats are available as per the policy and guidelines of the Government of India. In regular courses the admission to various programmes is made on the basis of centralized admission and the candidates are taken purely on the basis of merit. As such there is no arrangement of providing exclusive facilities for the minority communities. However, care is taken to locate the institutions so that these can cater to the needs of minority concentrated areas. This year a new ITI, namely, ITI For Women in Mori Gate has been opened with a view to serve the minority communities in the walled city. (seating capacity initially 160).

Community Polytechnic Scheme:

The Directorate organised skill-oriented short-term training programmes for the minority communities under the Community Polytechnic Scheme at G.B. Pant Polytechnic, Okhla. Under the scheme, training programmes are identified for the benefit of the minority communities residing in the vicinity of the institution which will help the people to take up gainful-employment/self-employment. Courses such as, Electrician, Refrigeration and Air-conditioning, Welding and Fabrication, Turning, Machinist, Plumbing, Motor mechanic, Cutting and Tailoring etc. are being conducted. The courses are of six months duration; nearly 100 candidates are completing the training in these six monthly courses.

Another institution in the private sector, namely, New Delhi Polytechnic For Women, Lajpat Nagar is also conducting such non-formal programmes. This institution has better involvement in the scheme and it has many community extension centres in various parts of the city. This institution conducts courses in trades like Embroidary, Tailoring, Textile Design, Beauty Culture, Type-writing, Wire Binding, Art and Craft, Nursery Training, Toy Making, Knitting, Dress Designing etc. and trains larger number of candidates. At present, there are 4112 candidates receiving training. Scheme at both these institutions is run under Direct Central Assistance of the Government of India.

Coaching Facilities:

The department has arrangements to conduct extra coaching classes for students who find difficulty in coping with the studies. In these coaching classes efforts are made to make up the deficiencies of weak students by paying special attention to the individuals.

Findings relating to Delhi

The significant points that emerge from the account contained in the preceding pages may be summarised as follows:

1. The Programme of Action 1986 does not appear to have received specific attention in the Union Territory. A Programme which was introduced as early as in 1986 has not taken off the ground yet. We have already seen that the Programme of Action and the 15-Point Programme have been executed perfunctorily and casually in U.P. and Bihar, the former more so. One could have expected that in the Union Territory of Delhi, which is centrally administered, policies and programmes approved by Parliament and introduced by the Centre would be executed with all earnestness. Unfortunately, this is not the case, and minority education and the teaching of Urdu have invariably evoked an indifferent response. The condition here, however, is better than in Uttar Pradesh; but saying that does not amount to much.
2. In Delhi, there are a number of: (a) minority concentration areas such as various localities in the walled city of Shahjahanabad, and Nizamuddin and Jamia Nagar (traditional); and (b) new colonies around Jamia Hamdard such as Govindpuri, Sangam Vihar, Tughlaqabad, Tigri, Madangir, etc.; and several colonies in the Trans-Yamuna area (non-traditional and newly established). The Directorate of Education, even at this late stage, will be well-advised to map out the non-traditional areas mentioned above and plot on the map the places where primary, secondary and higher secondary schools and ITIs and community polytechnics should be opened. A phased programme for this purpose may be formulated after associating respectable leaders of muslim public opinion.
3. The double deficiency of teachers and text-books in Urdu, which has virtually exterminated Urdu in Uttar Pradesh, persists in Delhi as well. Concerted steps need to be taken to remove these deficiencies and ensure that these two factors, which together constitute the life-line of promotion of Urdu and of literacy among Urdu-speaking population, are made available timely and appropriately.
4. It should be ensured that the requisite number of Schools and ITIs are opened for educationally backward minorities and they extend substantial benefit to them. In the ITIs and Polytechnics, 80% seats should be made available for artisans' children.

5. Urdu, which has close historical association with Delhi and which represents a synthesis of Hindu-Muslim cultures, should be given its due. Full and unhindered facility should be made available for teaching in mother-tongue at the primary level and for teaching of Urdu at the secondary and higher secondary stages under the Three Language Formula.
6. Delhi Administration appears to have taken certain tentative and hesitant steps towards remedial coaching. This programme would need to be enlarged and strengthened manifold; specific provision should be made therein for remedial coaching of minority students, who do not, generally speaking, get academic environment and support at home.
7. Special scheme for minorities as well as educational programmes of general application should be widely publicised in local Urdu newspapers. It will inspire confidence on the one hand and create awareness on the other if the backward minorities and target groups are associated somehow with the formulation of policies relating to their community and with the monitoring of their implementation.
8. It behoves the Administration to see that the programmes that it evolves or accepts for implementation are duly executed. For this purpose, it is necessary that these should be rigorously monitored on a continual basis and their benefits should be directly channeled to the target groups.
9. A proper and practical plan for opening of schools should be prepared taking into account geographical and demographic considerations. This should include schools and hostels for women in minority concentration area, and it should be executed in a closely monitored manner.

Summary of findings relating to the States of Bihar, Uttar Pradesh and the Union Territory of Delhi

1. The conclusion is irresistible that the provisions relating to education of minorities in the Programme of Action (1986) under the National Policy on Education 1986, both of which were approved by Parliament, have remained virtually unimplemented in the States of Uttar Pradesh, Bihar and the Union Territory of Delhi. Nor have the relevant clauses of the 15-Point Programme received really effective and adequate attention. Urdu continues to receive a biased treatment at the programme execution levels, much more so in the U.P. than in Bihar. In the State of U.P., the status of official language has remained a pious declaration and there has been no follow up. It is curious that in the mind of majority in this State, Urdu continues to be regarded, against all facts, as an exotic language spoken exclusively by Muslims. That among the Indian languages it is most cosmopolitan and the most widely understood language has been lost sight of; the fact that it is a symbol of Hindu-Muslim accord and solidarity, has been forgotten. With this attitude obtaining in the State and reflected in the echelons of power and authority, any national policy and the programme designed to do delayed justice to Urdu are likely to be bypassed at the implementation level. No specific instructions relating to Urdu as well as minority education as envisaged in the POA appear to have been issued by the State Governments/Delhi Administration to the districts/zones. At least none were shown to this Sub-Group. The situation on either count, though unsatisfactory in either State, is better in Bihar than in U.P. where minorities continue to receive a raw deal. In Uttar Pradesh, both Urdu and minority institutions have received a shabby treatment bordering on hostility with the result that : (a) in Urdu's homeland two generations have grown bereft of the working knowledge of their mother-tongue, and (b) by abstaining or withdrawing unceremoniously from schools, Muslim children have swelled the ranks of illiterates and drop-outs.

2. Another reason for the indifference of Muslims towards education is that they do not expect to get employment after education. Unfortunately the colonial concept of education being meant for securing jobs that was introduced by the British rulers is still alive. Initially, as a direct result of the trauma of partition Muslims, as a matter of policy, were denied jobs. Subsequently they become uncompetitive to education and that most intense deprivation - inability to pursue studies in their mother tongue. It is, therefore, evident that unless Muslims in the States of U.P. and Bihar and in Delhi, are given, as a deliberate policy, better representation in services, their educational backwardness would persist.

3. Apart from problems relating to Urdu text-books and Urdu trained teachers that have plagued primary education, the distortions introduced in the three-language formula, particularly in the State of Uttar Pradesh, have acted as a disincentive for secondary education among Urdu speaking

population. It stands to reason that in the state of its birth, Urdu must be included in the three-language formula.

4. Madrasa education, which again has received greater attention in Bihar, than in U.P., is crying for re-organisation and better supervision. This system is reeling in Bihar under well-founded reports of large-scale misappropriation and mismanagement. It is strange that although sizable expenditure is incurred in Bihar on the running of madrasas, the principle of accountability and the practice and institution of inspection do not exist.

5. Whatever programmes relating to the education of religious and linguistic minorities are being implemented are neither specifically monitored nor reviewed periodically. There are no evaluations and no assessments mid-way. To cite just one instance, implementation of the decision of the State Government of Bihar making Urdu as the second official language, has not been evaluated at all though the first list of fifteen districts, where the relevant Amendment to the Official Languages Act came into force was announced more than 8 years ago. One should have imagined that an evaluation and consequent corrections would have preceded the extension of the legislation to the entire State. The gap of eight year between the two decisions is much too long. The authorities presumably waited for resistance to Urdu to weaken.

6. The few steps introduced by the two State Governments and Delhi Administration towards the educational uplift of religious and linguistic minorities have often been robbed of their effect because independent, well-informed and esteemed representatives of those minorities have not been adequately associated with the monitoring, reviewing and overseeing bodies. If a programme is to succeed, the advice and assessment of the target groups should be available to the administration. They should, in particular, be included in the operative levels of education incorporated in Boards and Committees.

7. It is incredibly strange that although the State Governments of Bihar and U.P. and Delhi Administration are aware of the educational backwardness of Muslims in their jurisdiction, they have not cared to probe into the reasons for their backwardness. No proper study of the problem appears to have been commissioned by the governments concerned. It is high time the requisite studies were initiated flanked by relevant surveys.

8. It is equally curious that the minorities have been kept in the dark in respect of their educational status. An unbelievably callous and retrograde decision appears to have been taken after independence that although community-wise literacy figures will continue to be collected during the decennial censuses, these will not be published in the census reports. And this is happening in a secular and democratic country that has chosen the course of planned development designed to attain

growth with justice. It has chosen to shut off statistics on which plans for educational development of minorities would be based. The result has been disastrous. The Muslim minority has continued to slide back without having the faintest idea of the unfortunate retrogression. The government, which was aware of the facts, took no steps to remedy the situation. It was only in 1986 that government's admission that Muslims were among the two educationally most backward communities came as a bombshell. And the nation which was kept in the dark all the time continued to consider the majority of Muslims as obscurantists, reactionaries and fundamentalists. What more can one expect from a community kept in the dark about its ignorance and illiteracy.

9. It is evident that special steps and a massive effort is required to heave the Muslims from their present state. The special steps incorporated in the Programme of Action and in the 15-Point Programme turned out to be non-starters as this Sub-Group discovered during its visits to U.P. and Bihar. A more sincere, concerted and better monitored effort is needed if Muslims are to be prevented from impeding the development of their country.

10. Another factor that has retarded education among Muslims is the unfortunate frequency of communal riots that have an unnerving and unsettling effect. Riots can be kept in check if the administration is firm, fair, and vigilant.

Now that we have given our findings and assessment, there does not seem to be any need for making detailed recommendations here. These would flow directly from a careful perusal of our report, particularly our findings. These, moreover, should be adequately reflected in the main Group's final report. Suffice it is here to recommend that:

1. Concurrent monitoring and periodical assessment and review, at various supervisory levels, of the programmes for the benefit of minorities is imperative. Further, the benefit that the minorities derive from the general schemes of education and welfare should be periodically assessed.
2. Figures about community-wise literacy should be published at the earliest in respect of the Censuses from 1951 onwards.
3. State Governments may be requested to commission studies, surveys and investigations into the reasons for the backwardness of Muslims and Neo-Buddhists where necessary, and the measures required to bring them back into the mainstream of national progress.
4. Effective arrangements should be made for the teaching of Urdu at the primary and secondary stages. This language should be given its rightful place in the Three Language Formula. The timely availability of

Urdu text-books and trained Urdu teachers should be ensured.

5. A liberal policy should be adopted in the matter of recognising minority institutions. The Guidelines circulated by the Centre should be adopted and followed up in toto.
6. To inspire confidence the various Education Boards and Committees including the Syllabus and Recognition Committees should have an effective representation of minorities on them.
7. The Central Government should take early steps for accepting and implementing the recommendations of the Gujral Committee report as examined by Ali Sardar Jafri Committee.
8. Remedial classes for weak minority students should be started as an extensive network.
9. Muslim women's education, which has remained traditionally neglected, requires a massive push which would necessarily include opening of a large number of schools in areas of Muslim concentration.
10. Muslims have the reputation of being good artisans and possessing dexterous fingers. Full use should be made, in the national interest, of these assets. Special arrangements be made to upgrade their skills, to open institutions for giving them vocational training and ensuring adequate intake of artisans' children in the ITIs and Polytechnics.
11. Federations and Associations of minority institutions should be encouraged and associated with policy formulation and plan implementation.
12. The form of official language given to Urdu should be packed with content. In states where it is not one of the official languages there may be areas of concentration of Urdu speaking people. Urdu should be used for specified official purposes wherever the proportion of population of Urdu speaking people is 10% or more.
13. It is incumbent on the Central Government to ensure that the programmes formulated under NPE-1986 and POA-1986 which are approved by Parliament are taken up in right earnest by the State Governments. Those programmes and directives which have financial implications have to stand in a queue in the States which, understandably, show a preference for the schemes evolved by them. Their priorities may often be different. It would help implementation of educational

programmes for minorities if earmarked central assistance was given for them. These could well be Centrally Sponsored Schemes. In point of fact, the most vigorous central exhortations to the States often peter out because of the resource crunch.

In conclusion, the Sub-Group would like to express its thanks to the State Governments of Bihar and Uttar Pradesh and Delhi Administration and in particular their officers who spared their time and attention to facilitate the purpose of its visit. The officers were extremely co-operative and candid. The Sub-Group is also indebted to the large number of educationists and social workers whom it had the opportunity to meet during the course of its wide-ranging discussions. In Bihar, the Chairman of the Minorities Commission. Shri Jabir Husain and the Additional Secretary Shri Sharma and in Uttar Pradesh the Director of Basic Education Mr. Pandey, who also holds temporary charge of the Directorate of Urdu, made our task easier by their lucid expositions. The Sub-Group was particularly impressed by the very helpful attitude of Shri Pandey. We are indeed grateful for the hospitality provided by the State Governments. Our thanks are also due to Shri K.K. Khullar, who kindly organised the Sub-Group's programmes and to Dr.K. Oberoi, who acted as its liaison officer.

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