



GOVERNMENT OF KERALA

**HIGH LEVEL COMMITTEE ON
EDUCATION AND EMPLOYMENT**

VOL: I

REPORT ON GENERAL EDUCATION

STATE PLANNING BOARD

TRIVANDRUM

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**HIGH LEVEL COMMITTEE ON
EDUCATION AND EMPLOYMENT**

VOL : I

REPORT ON GENERAL EDUCATION

STATE PLANNING BOARD

TRIVANDRUM

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Sub. National Systems Unit,
National Institute of Educational
Planning and Administration
17-B, SriAurobindo Marg, New Delhi-110016
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FOREWORD

The primary function of the State Planning Board as detailed in the Government Order of 30th July, 1982 reconstituting the Board is "to study in depth the different aspects of the State's economy and development and on the basis of the assessment of the progress made during the last 25 years, and in the context of the special problems facing the State, suggest the objectives and profiles of future planned effort upto 2000 A.D." In order to assist the State Planning Board in the discharge of this function, Government constituted in October, 1982, five High Level Committees on the following subjects.

1. Land and Water Resources
2. Industry and Trade
3. Social Infrastructure and Services
4. Physical Infrastructure and Transport
5. Education and Employment.

The Report of the High Level Committee on Education and Employment is presented in five volumes. This is the first volume which deals with General Education.

The views and opinions expressed in this Report are those of the Committee and do not necessarily reflect the views of Government or the State Planning Board on the subject.

The State Planning Board wishes to place on record their high appreciation of the commendable work done by this High Level Committee.

S. VARADACHARY,

Trivandrum,
15-7-1984.

Member Secretary, State Planning Board and
Secretary to Government. Planning & Economic
Affairs Department.

Preface

The Government of Kerala reconstituted the State Planning Board by G.O. (P) 42/82/Plg. dated 30th July 1982. Its primary function is "to study in depth the different aspects of the State's economy and development and on the basis of the assessment of the progress made during the last 25 years, and in the context of the special problems facing the State, suggest the objectives and profiles of future planned effort upto 2000AD." By another G.O.M.S. 56/82/Plg. dated 4.10.1982 Government constituted Six High Level Committees to assist the State Planning Board in discharging this function. One of these is the High Level Committee on Education and Employment consisting of:—

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| 1. Prof. V.R. Pillai | Chairman |
| 2. Dr. M.V. Pylee
Former Vice Chancellor,
Cochin University | Member |
| 3. Shri. P.K. Umashankar
Special Secretary (General Edn.) | Member |
| 4. Dr. K. Gopalan, Vice Chancellor
Cochin University | Member |
| 5. Dr. K.N. Pai | Member |
| 6. Dr. S. Vasudev, Chairman
State Committee on Science
and Technology. | Member |
| 7. Prof. K.S. Lakshmana Panicker; | Member |

Shri. N. Gopalakrishnan Nair, Chief, Perspective Planning Division, State Planning Board, functioned as the Convener of the Committee.

As education and employment comprise several subject

(ii)

areas, each requiring specialised knowledge for undertaking the proposed studies, five sub groups were constituted for the purpose in April, 1983 viz- (1) General Education (2) Higher Education (3) Technical Education (4) Medical Education and (5) Employment.

The Sub Group on General Education consisted of:

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|---|----------|
| 1. Shri P.K. Umashankar | Chairman |
| 2. The Director of Public Instruction | Member |
| 3. The Director, State Institute of Education, Trivandrum | Member |
| 4. Dr. N.P. Pillai | Member |
| 5. Shri P.T. Bhaskara Panicker | Member |
| 6. Shri. J. Benjamin, Joint Director, State Planning Board. | Convener |

The first Report of the Sub Group on General Education submitted by Shri. P.K. Umashankar before he was posted to the Central government, was examined by the High Level Committee which found that the subject areas were not fully covered. Therefore the Report was revised in consultation with the Sub Group (under the chairmanship of Smt. J. Lalithambika, Secretary, General Education). The final Report was considered by the High Level Committee and passed at the meeting held on 20-3-1984.

The Committee places on record its deep appreciation of the valuable assistance rendered by the Chairman and members of the Sub group. We are grateful to the General Education Department of the Government Secretariat and the Directorate of Public Instruction for their unstinted co-operation. Our thanks are also due to Shri. N. Gopalakrishnan Nair (Chief, Perspective Planning Division) and Shri. J. Benjamin (Joint Director) who functioned as conveners of the High Level Committee and the Sub group respectively.

V.R. Pillai
Chairman
High Level Committee on
Education and Employment.

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development in the field of education. The population explosion and the need to provide educational facilities to the younger generations resulted in the emergence of an all round development of education at all levels. The liberal educational policy of the democratic Government characterised by generous financial assistance to the private sector coupled with the inescapable needs of expansion has rendered education a major draft on the resources of the State. The state is spending about 38 per cent of its budgeted expenditure on education as against 25 per cent for the whole of India. In the matter of proportion of public expenditure on education to State income, Kerala is on a par with advanced countries of the world. The State devotes 7 per cent of the State income for the development of education while the corresponding percentage for all India is only 3. It is interesting to note that the present all-India proportion of 3 per cent in this regard had already been achieved by Kerala two decades back. The percapita expenditure on education in Kerala is Rs. 97; the national average is only Rs. 48 (1981-82).

Educational development in the Fifth and Sixth Five Year Plan* periods.

1. Growth of Educational Institutions

1.3 Though the Third Five Year Plan witnessed a rapid increase in the number of schools, the Fourth Plan witnessed a slower pace of growth. In the Fifth Plan period this trend was reversed and the number of institutions recorded a speedy growth with the sanction of 1378 schools in the State. Though the general approach in the Sixth Plan is a restriction on indiscriminate opening of schools, 879 schools were newly sanctioned during the first three years of the plan alone. It is evident from Table-2 below that between 1974-75 and 1982-83, Government have accorded sanction to start 2578 schools in the State.

* first three years of the Sixth Plan.

Table—2**Number of Schools sanctioned -Vth & VIth Plans**

Plan Period	<u>Number of Schools sanctioned*</u>			
	<u>L.P. Schools</u>	<u>U.P. Schools</u>	<u>High Schools</u>	Total
Fifth Plan Period				
(1974-75 to 1978-79)	359	597	422	1378
1979-80	92	116	113	321
Sixth Plan Period (1980-85)				
1980-81	—	155	172	327
1981-82	72	137	117	326
1982-83	42	72	112	226
Total:	565	1077	936	2578

+ including upgradation of schools

1.4 The growth of educational institutions in the two plan periods is shown in Table—3.

Table—3**Growth of Educational Institutions in Kerala during the Fifth and Sixth Plan periods.**

Year	<u>L.P. Schools</u>	<u>U.P. Schools</u>	<u>High Schools</u>
1973-74*	6904	2548	1404
1978-79	6970	2739	1680
1979-80	6970	2739	1680
1980-81	6887	2718	1971
1981-82	6811	2779	2075
1982-83	6817	2763	2154+

* End year of the Fourth Plan.

+ Provisional.

1.5 The fall in the number of Lower Primary and Upper Primary Schools in certain periods is the result of upgrading of a large number of Lower Primary and Upper Primary Schools rather than a fall in the number of those categories of Schools.

2. Growth of Enrolment

1.6 Unlike other States in India, the Constitutional objective of

universalisation of primary education for all the children in the age group 6-11 has almost been fully achieved in Kerala. The enrolment ratio is the best indicator for assessing the educational status and development. As far as Kerala State is concerned, the computation of enrolment ratio in the age group 6-11 using the population in the same age group and enrolment in the Standards I to V does not give a realistic picture of the situation. It very often exceeds 100 per cent due to inclusion of overaged students. Moreover, the minimum age for admission in Standard I is 5 years in Kerala. Hence enrolment ratio of the age group 5-14 will be an appropriate one as far as Kerala's school education is concerned. Table 4 below gives the enrolment ratio in the different age groups (5-9, 9-14 and 5-14) with adjustment for overaged students and taking into account the appropriate age groups for the corresponding classes.

Table—4
Enrolment Ratio—1981

Age-group	Enrolment Ratio (in percentage)		
	Boys	Girls	Total
5-9	99.12	93.70	96.42
9-14	88.47	83.78	86.15
5-14	93.90	88.88	91.41

(ANNEXURE—5)

1.7 It is evident from Table-4 that the children remaining outside schools in the age group 5-9 is about 4 per cent of the population in the same age group. The enrolment ratio in the age group 9-14 (86 per cent) suggests that there exists still a wide gap (14 per cent). In the age group 5-14, the proportion of children not enrolled in schools constitutes nearly 9 per cent of the population in the same age group.

1.8 The growth of enrolment in schools during the Fifth and Sixth Plan periods is shown in Table-5.

Table - 5**Progress of Enrolment in Schools - Fifth and Sixth Plan Periods.**

(Enrolment in lakhs)

Year	L.P. Section	U.P. Section	H.S. Section	Total
1973-74	29.18	14.86	8.71	52.75
1978-79	26.43	16.97	11.98	55.38
1979-80	26.48	16.68	12.65	55.81
1980-81	25.95	16.94	13.14	56.03
1981-82	25.84	17.52	13.21	56.57
1982-83	25.49	17.82	13.15	56.46

1.9 It is evident from Table—5 that the enrolment in the Lower Primary stage is on the decline in the Fifth and Sixth Five Year Plan periods. During the period, the enrolment in L.P. Stage has decreased by 3.69 lakhs from 29.18 lakhs to 25.49 lakhs. In the Upper Primary stage, the enrolment increase was 2.96 lakhs and in the secondary stage, 4.44 lakhs. The enrolment increases in these two stages are mainly due to the effect of wholesale promotion introduced in Standard-I and the liberal promotion policy adopted in other classes in the year 1971-72. In this connection, it is significant to note that the enrolment in the second and third years of the Sixth Plan in the Upper Primary and Secondary levels of education appears to be more or less the same. This gives an indication that in future the trend of enrolment will appear downwards in the Upper Primary and Secondary levels of education.

1.10 One noteworthy feature of the enrolment in schools since 1971-72 was a fall in the enrolment in Standard-I (Annexure-3) and consequent reduction in the Lower Primary stage of education. This is presumably an indication of the enrolment at the Primary stage having reached the saturation point. The fall in enrolment in Standard-I cannot be considered as a short term phenomenon. The reason for the fall in enrolment may be due to fall in birth rates and the same trend is likely to continue in the period of the future Five Year Plans.

Estimates of school enrolment upto 1991

Year	Lower Primary	Upper Primary	High School
1981	25.84 lakhs	17.52 lakhs	13.21 lakhs
1986	24.99 lakhs	18.01 lakhs	13.80 lakhs
1991	24.49 lakhs	18.06 lakhs	14.30 lakhs

N.B:- 1. Single age projections have been made only upto 1991. Therefore, projection of enrolment upto 2000 A.D. cannot be made.

2. In the lower age groups, upto the year 9, the projected population is seen declining. Enrolment in Lower Primary section, thus, shows a decline.

3. For the High School section, the present enrolment ratio is assumed to hold good in the coming years.

3. Girls' Education

1.11 In the field of girls' education, the progress achieved by the State is phenomenal. The percentage of enrolment of girls in schools is almost equal to that of boys. Girls constitute 48.4 per cent of the total enrolment in schools. Stage-wise, the proportions are 48.8 per cent in the L.P. Section, 48.1 per cent in the U.P. Section and 48.9 per cent in the Secondary Section (1982-83).

4. Teachers

1.12 Teaching is perhaps the most important avenue of employment for the educated in the state. In 1981-82 there were 1.78 lakhs of teachers in schools. The growth in the number of teachers in the Fifth and Sixth Plan periods is shown in Table-6.

Table-6
Teachers in Schools
Fifth and Sixth Plan periods.

Year	No. of Teachers			Total
	L.P. Section	U.P. Section	Secondary Section	
1973-74	74278	47392	31376	153046
1978-79	74915	57584	41281	173780
1979-80	73997	56848	44567	175412
1980-81	71540	57293	46147	174980
1981-82	71520	58565	47915	178000
1982-83	N.A.	N.A.	N.A.	N.A.

1.13 Table-6 reveals that during the Fifth and Sixth Plan periods, the total number of teachers in schools increased by 24954. But the number of teachers in L.P. Stage witnessed a fall by 2758 teachers. In the Sixth Plan period (first two years of the Plan period) the total increase of teachers was only 2588. But the number of teachers in L.P. stage has decreased by 2477 during the same period.

Financial Targets and Achievements.

1.14 The Fifth Five Year Plan had a total outlay of Rs. 1668 lakhs on school education. But the actual expenditure has exceeded the outlay by Rs. 204.74 lakhs since the actual expenditure was accounted as Rs. 1872.74 lakhs.

1.15 The Sixth Plan with its long cherished goals and more stress on quality improvement programmes, provided an outlay of Rs. 3083 lakhs for general education. The expenditure for the first three years of the Sixth Plan is shown below:

Year	Expenditure (Rs. lakhs)
1980-81	851.78
1981-82	1347.65
1982-83	610.90(R.E.)
Total	2810.33

1.16 It appears that the State has incurred an expenditure of about Rs. 2810.33 lakhs in the first three years of the Sixth Plan period leaving a balance of Rs. 272.67 lakhs only for the remaining two years. The trend in expenditure during the first three years of the Sixth Plan period shows that the financial provision for a number of schemes has already been exhausted. Inadequacy of funds appears to be a major obstacle in the way of speedy implementation of the schemes. Some of the major schemes where enhancement of outlay is an utmost necessity in the remaining period of the VIth Plan, are schemes pertaining to Teacher Cost as a result of additional enrolment, School buildings, Improvement of facilities in the Special Schools, Welfare of the Scheduled Caste and Scheduled Tribes etc.

1.17 The plus and minus points of development in the general education sector in the Fifth and Sixth Plan periods suggest the

following for consideration while formulating the future Five Year Plans.

- i. The State has augmented its efforts at providing more facilities in the field of school education by sanctioning 2578 schools in the Fifth and Sixth Plan periods. Hence it is important to have a rethinking whether sanctioning of new schools is necessary in the future plan periods in view of the falling trend of enrolments in schools and low birth rates expected in the years ahead.
- ii. It appears that the enrolment ratios in the age group 5-9, 9-14 and 5-14 are 96 per cent, 86 per cent and 91 per cent respectively. This reveals that the State has to do much in the age group 9-14 where the deficiency is 14 per cent. Combining both the age groups together (5-9 and 9-14) the deficiency appears to be only 9 per cent. This should be the basis for setting of enrolment target for future Five Year Plans.
- iii. A striking feature of the educational scene of Kerala is the problem of drop-outs especially at the earlier stages of education. The problem is closely related to the low educational status of the parents and the economic backwardness of the family. Among the number of drop-outs, nearly 70 per cent belong to Scheduled Castes Scheduled Tribes and other backward classes. While formulating future Five Year Plans, due emphasis has to be given to tackle this social problem.
- iv. The review of financial targets and achievements suggests that the outlay set apart for the development of education in the Sixth Plan has almost exhausted by the third year of the Plan period. As a considerable portion of the plan funds are utilised for expansion programmes involving teachers costs as a result of additional enrolment, the quality improvement programmes find a low financial priority. This appears to be one of the draw-backs of the present system of allocation of funds in the general education sector.

Recent Developments

1.18 The Government of Kerala have taken several steps in the

Eighties to improve the present unsatisfactory state of general education.

1. A High Level Committee for recommending measures for future planning and development of facilities for school education in the State was constituted in 1981 by G.O. (Rt.) No. 18/81. G.Edn. dated 26th May 1981. But the Committee held only one meeting in 1981 and no further work has been done in this regard as the staff allotted for the functioning of this committee was quite inadequate, and the attention of Government was directed more to academic matters than to infrastructural facilities.

2. A Steering Committee to supervise the work of review of the curriculum and syllabus at the school level was constituted in 1982 by G.O.Ms No. 187/82/G. Edn. dated 14-12-1983 with the Minister of Education as Chairman. This Committee has held several meetings and constituted a Curriculam Committee to draft the curriculam. The draft curriculam was circulated and discussed by the Advisory Committee of teachers and it has been finalised. Futher, syllabus committees were constituted for the various subjects. The original intention was to introduce the revised curriculum in standard V and VIII during the academic year 1984-85 and to extend it to VIth, VIIth, IXth and Xth standards during the next two years. Text books, according to the revised curriculum are getting ready.

3. Another Committee on Vocationalisation of Education at the Higher Secondary Level was also constituted. This Committee has completed its work. On the basis of its recommendations vocational education programmes have been started in 21 selected schools (13 Government High Schools and 8 Junior Technical Schools). In the high schools, agriculture, animal husbandry and related subjects are taken up. In J.T.S. training is imparted for occupations like eletricians, mechanics etc. It is proposed to introduce the programme in 50 more schools in 1984-85.

4. Government have also initiated action to re-structure the pre-primary sector of education in the state by appointing a pre-primary Education Advisory Board with the Minister of Education as Chairman. At present there are different agencies and departments in the State operating pre-primary education. But the facilities available are limited to a number of privately run

schools in the urban areas and a few hundred schools in the rural areas run by Panchayats, C.D. Blocks and voluntary agencies. The pattern of education meted out, however, varies from one nursery school to another without any agency to co-ordinate the standards and inputs. The Subject Committee of the Kerala Legislative Assembly in their first report dated 26-7-82 stressed the need for a uniform syllabus for pre-primary education and the employment of only teachers who have undergone the training recognised by Government. This advisory Board held several meetings and they have chalked out the guidelines for conducting childrens programmes in the pre-primary schools and equipping them with the needed playing and teaching aids. As a first step, it has recommended the setting up of one model pre-primary school in every district. The Board has emphasised the need for employing only teachers with the requisite training for conducting pre-primary programmes. It has recommended that in order to maintain standards, the teacher training institutions with the requisite staff and equipment alone should be recognised by Government. Further all these institutions should be subject to inspection from time to time to ensure that conditions laid down are faithfully followed and timely steps are taken to maintain their efficiency.

CHAPTER II

Education—the Great Leviathan

Though Kerala is the premier State in India in the matter of literacy (70.42% as against the national average of 36.03% only) and is ahead of other States in attaining the constitutional requirement of universal education (96% in the age group 5 to 9 and 86% in the age group 9 to 14), we have built up an edifice which is basically unsound and beyond the capacity of the State to maintain. Our annual expenditure on general education has increased from Rs. 16.83 crores in 1961-62 to Rs. 220.96 crores in 1982-83; the index of increase works out to a phenomenal figure of 1312. Education accounts for 35 to 38% of the State's annual budget as against 23 per cent in India as a whole. The per capita expenditure on education has risen five fold in 15 years from Rs. 20.85 in 1967-68 to Rs. 104.25 in 1982-83. But our per capita income (1981-82) remains one of the lowest and we rank tenth among States. It is only Rs. 636 as against Rs. 715 for India at constant prices; and Rs. 1448 as against Rs. 1758 for India at current prices. The annual per pupil cost of education has been rising at a rapid rate from Rs. 94.5 in 1972-73 to Rs. 333.8 in 1982-83 at the Primary Stage and from Rs. 194.1 to Rs. 580.7 at the Secondary stage*. The State can illafford to sustain this edifice at the expense of other productive sectors of the economy.

2.2 The review of development of general education (Chaptet-I) has shown how there was a phenomenal growth in the number of schools in the Fifth and Sixth Plan periods. The Fifth Plan accounted for 1378 new schools. Though the VIth Plan objective was to restrict indiscriminate opening of schools and concentrate on qualitative improvement, that plan also followed the old beaten track and allotted Rs. 1290 lakhs for the Minimum Needs Programme and Rs. 515 lakhs for high schools, including new

* Source: Economic Review 1983.

schools under both heads. The implementation part of the plan went much further and in the first two years of the plan itself 209 L.P. Schools, 408 U.P. Schools and 375 High Schools have been opened. Though the plan made only a token provision of Rs. 50 lakhs for new colleges, 28 new colleges and 150 additional courses were started. Consequently, 60% of the funds allotted for general education for the VIth Plan was already expended in two years, mainly on quantitative expansion, while qualitative improvement and vocationalisation which were supposed to be the main thrust of the plan have been almost neglected. During the mid-term review of the plan, the Planning Board pointed out the extravagance in expenditure in unproductive fields in the educational sector which was crippled the growth in the primary and secondary sectors of the economy. In the circumstances, the Board recommended to Government to have a "Plan holiday" for two years in respect of new schools and colleges. Though the Government accepted this in principle, new schools have been sanctioned in the year 1983-84.

2.3 By the end of 1982-83, the general education sector had built up a huge edifice consisting of 6807 L.P. Schools, 2763 U.P. Schools and 2154 High Schools making a total number of 11734 schools. The private sector shares about 62 per cent of the total number of schools in the State. The student population in the schools in 1982-83 was 56.46 lakhs which showed a decrease of 4526 students from the previous year, due largely to the decrease in enrolment in the lower primary stage as a result of family planning. The number of teachers in schools was 1.78 lakhs in 1981-82 with an average teacher pupil ratio of 32. It is not merely the size of the leviathan which is alarming but its composition and the political and communal aspects of this development which have left a legacy of baffling problems.

2.4 The historical development of the present educational structure and the policies followed by democratic governments for Independence have been responsible to a large extent, for the problems confronting the educational sector today. The enlightened rulers of Travancore and Cochin had fostered the education of their subjects through munificent aids to Christian missionaries, who had done yeomen service to the cause of education in this area through their dedicated work. But, in

course of time it created other socio-economic problems. For the Christian church, the practical monopoly of school education which they built up was also a vehicle for the expansion of their religious activities. Consequently, it produced a reaction among the other sections of the population, especially because educational facilities and employment opportunities as teachers, (which was the main avenue open to the educated) were open to the Christian community and very much restricted to others. Gradually, therefore, other communal organisations like the NSS, SNDP, MES, etc. began to enter the educational field in order to increase the opportunity for education as well as employment to their respective communities. This communal colour which has permeated the educational sector and the helioped-sided development of educational institutions giving a predominance to one community has produced political repercussions and the development of pressure groups within the State.

2.5 The educational policies followed by democratic governments in the State after Independence also contributed much to the increase in tensions and the exorbitant financial burdens on the Government. About 62 per cent of the schools in the State are under private management. The unscrupulous ways of management in not paying the salary to teachers in full or in time led to agitations which finally ended in the State undertaking the direct payment of teacher's salary. This pernicious system has made the establishment of aided schools a very profitable commercial enterprise. The management appoints teachers who now find that they are in a position better than government School teachers, because they get salary and other benefits on a par with the Government teachers, while at the same time they have unrestricted freedom to enter politics or other avocations. The non-liability to transfer except within narrow limits under corporate managements is a great advantage for the private school teachers. This has created a scramble for appointments in the schools and it is a wellknown fact that the managements charge heavy prices for making these appointments. Further, the appointments, are mostly restricted to applicants belonging to the respective communities which run the schools, whereas in Government schools they are appointed by the P.S.C. according to the rules of reservation for

communities. Therefore getting a school sanctioned has become a very profitable business and private managements are naturally willing to pay any price for it. It has led to a good deal of corruption both in sanctioning schools and in appointing teachers.

2.6 In the circumstances, we are of the opinion that sanctioning of aided schools should be stopped forthwith in order to free Government from increasing financial burdens and ensuring fairplay to all citizens and minimising corruption in the school sector.

Protected Teachers

2.7 Another source of corruption and heavy financial involvement for the Government is the policy of giving protection to private school teachers in times of retrenchment. The community of private school teachers has now become a powerful pressure group which has succeeded in forcing Governments of all political affiliations to sanction their demands however unreasonable they may be. Protection was first ordered in G.O.Ms. No. 104/69/Edn. dated 6-3-1969. According to this G.O., qualified teachers appointed in regular division vacancies with two or more years of continuous service are eligible for protection. These teachers are to be given posting on a purely working arrangement against available vacancies of similar category arising in government schools in the same educational district provided there are no vacancies of the category under the management. The protected teachers will be absorbed against the next arising vacancy in any of the schools under the management. Later this protection was extended to language teachers, specialised teachers and part-time teachers. In 1970, the protection benefits granted to the teaching staff were made applicable to non teaching staff also. In 1973, teachers with five years or more of aggregate service were made entitled to protection in the parent school itself until they are absorbed. Subsequently in 1982, the protected teachers and non teaching staff were allowed to be retained in their respective parent schools for 1982-83 and 1983-84 until they are absorbed.

2.8 The details of protected staff as on 31-3-1983 are as follows:

	<u>Teaching</u>	<u>Non Teaching</u>
1. Trivandrum	518	—
2. Quilon	990	32
3. Alleppey	540	17
4. Idukki	126	3
5. Kottayam	309	10
6. Ernakulam	439	22
7. Trichur	448	10
8. Palghat	248	17
9. Malappuram	146	3
10. Calicut	240	5
11. Wynad	58	—
12. Cannanore	288	7
Total	<u>4350</u>	<u>126</u>

2.9 The cost to government for protecting idleness in aided schools works out to over Rs. 4 crores a year. The protected teachers as well as non teaching staff are entitled to draw their salary and allowances from Government without having to do regular work during the period of retrenchment. The retrenchment of teachers from time to time is inescapable in the present context for three reasons: (1) the fall in enrolment in the lower primary sector; (2) the indiscriminate sanctioning of new schools which cut into the strength of existing schools both private and Government; and (3) laxity in administration. It is reported that the system of determining the strength of classes in aided schools for sanctioning teacher's posts by periodical inspection is not being strictly enforced. Managements are therefore in a position to manipulate the strength to get additional posts sanctioned. Further it is said that dubious methods are being adopted by managements to extend the services of the teachers (who have paid the price for their appointments) so as to give them the benefit of two consecutive vacations which will qualify them for protection. For these reasons, the number of teachers coming under the protection category is bound to increase year after year, unless some radical steps are taken to reduce the number of protected staff by appropriate policies and stricter supervision. The problem of protection to teachers and non teaching staff in aided schools is a matter which this

Committee would like to bring to the urgent attention of the government in view of the great financial drain which it is causing and the need for finding funds for quality improvement in schools for which there is at present a crying need.

Unemployment

2.10 It is unfortunate that much of the funds now expended on education are unproductive, if not counter-productive. Apart from the wastages in education shown in Annexure—6 the educational system is now raising an army of unemployed. The egress of a section of these unemployed to the gulf has helped to mitigate the sufferings of the group, but the gulf boom is practically coming to an end and the problem of the educated and skilled unemployed is bounded to become more acute in the future. In September, 1983 there were 23.94 lakhs of work seekers on the live registers of the employment exchanges in Kerala. Of these 9.78 lakhs were S.S.L.C. holders, 11.934 lakhs were pre-degree holders, 9.50 were graduates and 7404 post graduates. Over 50 per cent of the work seekers were S.S.L.C. and above. Vocationalisation of education is a remedy often suggested for the present state of affairs. But this would only create a body of vocationally trained, unemployed unless sufficient avenues of employment are opened for them. Even at present, the employment exchange figures show that as on 31-3-1983 there were 38336 ITI certificate holders and 9818 Engineering-diploma holders seeking work. Perhaps a certain proportion of the number of work seekers in the employment exchanges may be having some work or other. Nevertheless, the figures are alarming, even if we make some allowance for the limitations of employment exchange statistics. The fundamental defect of planning in Kerala has been a lop-sided development of education and the disproportionate allotment of funds for social services to the detriment of the secondary and tertiary sectors of the economy which alone could provide employment for the educated. Therefore it is imperative that the expenditure on education should be reduced by curtailing wasteful expenditure and stopping quantitative expansion.

2.11 It is an accepted thesis that education is an important factor promoting planned development in developing countries. But Kerala is a classic case of a State where this thesis has been disproved.

The lop-sided growth of the educational structure has led to the neglect of the primary, secondary and tertiary sectors of the economy so that the products turned out by the educational system have no openings for employment and form a frustrated group swelling the ranks of political agitators and naxalites. The whole strategy of planning in Kerala needs a radical revision for giving it an employment orientation. Meanwhile the qualitative improvement in education and the adaptation of the curriculum to the needs of the employment market would help to stem the present tide of employment seekers. In the peculiar conditions of Kerala, education for a career should get precedence over education for its own sake.

2.12 The committee considered the proposal that a Commission may be appointed by Government (under the Commission of Enquiry Act) to investigate the problems of corruption etc. in the educational sector. But it was unanimously of the view that as its Reports on General Education and Higher Education have covered much ground and a University Commission has been appointed by Government to enquire into the affairs of the Kerala and Cochin Universities, another Commission of Enquiry would serve no useful purpose.

CHAPTER—III

Approach to Seventh Five Year Plan Objectives and Strategy

The educational endeavours, particularly, in the first three plans, were predominantly confined to quantitative expansion. The inevitable consequences of this numerical growth were, inter-alia, a general decline in quality of education and the creation of an army of educated unemployed. Therefore, the Fourth Plan sought to give a qualitative and vocational bias to educational development.

3.2 The main thrust of the Fifth Plan was on (i) ensuring social justice in the field of education (ii) linking education with employment and development i.e. establishing closer links between education on the one hand and the needs of development and employment on the other (iii) improving the quality of education i.e. effecting improvements in teaching and learning methodologies, revision of curriculum and examination reforms and (iv) linking education with social environment i.e. involvement of the academic community including students, in the task of social and economic development.

3.3 In the Sixth Plan, besides providing adequately for the development of education at all stages, the emphasis is on improvements in the quality of education in order to make it more relevant to life. Programmes of universalisation of elementary education have been given due priority. Vocationalisation of secondary education was a new programme envisaged in the Sixth Plan with a view to establishing a close linkage between education and employment.

3.4 The strategy for the VIIth Five Year Plan has to be evolved on the basis of the present stock of enrolment, educational facilities and the future growth of population.

3.5 In the field of universalisation of elementary education. the

State has almost achieved the Constitutional objectives. 96 per cent of the population in the age group 5-9* are enrolled in schools. The enrolment ratio in the age group 5-14 is estimated to be 91 per cent (Table 4 in Chapter I). Even then it is important that opportunities for secondary education have to be expanded so that those with primary education will not be frustrated without educational facilities and avenues. Our aim in the VIIth Five Year Plan should be to fill up the existing gap i.e. to raise the enrolment ratio to 100 per cent in the age group 6-14. Emphasis will also be laid on increasing enrolment ratio of girls from existing level of 89% to 100% (age group 6-14) at the end of the VIIth Plan period. Efforts should also be made to raise the enrolment ratio of Scheduled Castes & Scheduled Tribes to the level of the general enrolment ratio.

3.6 The problem of wastage in education, especially at the school level, deserves special attention. The problem here is not so acute as in other States in India. The wastage is primarily due to dropouts. Stagnation appears to be a secondary factor on account of the liberal promotion policy introduced in 1971-72. Estimates have revealed that the drop-out rates are nearly 5 per cent in the lower primary level. Drop-outs in primary schools are more (69%) in the case of children coming from socially, economically and educationally backward homes**. In order to reach 100 per cent enrolment ratio (in the age group 6-14) at the end of the VIIth Plan, a more vigorous attempt has to be made to tackle the problem by formulating effective schemes. The non-formal education centres started in the State have proved to be failure and as such they are not functioning at present. It is necessary to suggest effective measures to improve the scheme or to substitute the scheme by a more effective one.

3.7 The future policy of opening new schools must be made on the principle that education must reach all people and all places. By this, it is hoped to bring out a positive change without

* The age for admission in Std. I is 5 years in Kerala and hence the age group 5-9, 5-14 would be more realistic as far as Kerala is concerned.

** A study on Drop-outs in Primary education conducted by State Planning Board — 1979.

creating much problems as a result of indiscriminate opening of new schools. The opening of new schools in future should take into consideration the educational backwardness and local needs. Schools should be sanctioned only in such places where it is absolutely needed. An intensive survey has to be conducted for indentifying schoolless habitations and habitations which have inadequate facilities for schooling in order to get easy access to education.

3.8 Quality Improvement Programmes should be given due priority in the VIIth Plan. They should be the main content of the future plan. At present the provisions set apart for quality improvement programmes are quite inadequate. A considerable portion of the plan funds under education (42 per cent) is set apart for schemes involving salary cost of teachers as a result of additional enrolment both in the Primary and Secondary levels of education. In future, such schemes involving teacher costs, as a result of additional enrolment, should find a place in the non-plan sector so that adequate financial provision can be made in the future plans for programmes like curriculam development, examination reforms, provision of equipments, construction of schools buildings, improvement in the quality of school books, adoption of dynamic methods of teaching and evaluation, better pre-service and in-service training to teachers and improvement of supervision. Ways and means to reduce the disparity in equality of education between rural and urban schools are to be formulated and implemented in the VIIth Plan. Priority should be assigned to the programmes of giving intensive coaching to weaker students. Programmes for promoting healthy and competitive development of schools in the public and private sectors should also find a prominent place in the future plan.

3.9 Careful planning is needed to improve the facilities in the existing schools. In spite of planned efforts for three decades, the State is still facing the problem of several schools run in old and dilapidated buildings, and in thatched sheds for years. Several schools in the Malabar area are not having sites of their own. They are run in rented buildings. With regard to furniture and equipments, the position is very miserable. This is particularly a serious problem with regard to schools in the public sector. The new schools started in the Tribal Sub Plan area during the Vth Plan period still remain without buildings of their own. In the

remote and hilly tracts, the lack of staff quarters makes it difficult to get teachers for the schools in that area. A scheme of library development will also have to be launched with added vigour so that each school will have a good library attached to it. A Herculean task lies ahead to solve these problems during the VIIIth Plan period.

3.10 The present system of education is, by and large, overwhelmingly academic and literary and as such it does not offer enough scope for employment. In our class room education, there is little scope for acquisitions of skills. Realising the drawbacks of the traditional type of education, the Sixth Plan envisaged the introduction of vocationalisation of secondary education i.e. to make secondary education employment oriented and directly useful to the students. The ultimate objective of vocationalisation is to strengthen the technical content of the educational system in the State in such a manner that will enable the matriculates or post matriculates to find employment in the different occupations. Only a nominal beginning has been made in the VIth Plan by starting 13 Vocational Higher Secondary Schools. The programme will be in its infant stage during the coming year of the Sixth Plan. Extension of the programme of vocationalisation of education in a phased manner should get a high priority in the VIIth Plan. It is suggested that there should be at least 5 schools in each C.D. Block at the end of the Seventh Five Year Plan.

3.11 Pre-primary education is an integral part of a sound system of education. The importance of pre-school education is universally recognised as catering to the most impressionable and educationally potent period of a child's life. If proper intellectual stimulation is provided in the early childhood, such children will be attracted to schools and will remain in schools till they complete the course. It is estimated that there would be about 14 lakhs of children in the age group 3-5 in the State. To provide pre-school education for at least 50% of the children will involve heavy financial burden on the part of the Government. However, in the pre-primary sector, the goal will be to establish at least three pre-primary institutions in each panchayat. The ultimate aim must be to have one pre-primary school in each ward of each Panchayat at the end of the VIIth Plan. These schools are to be started and managed by the Panchayats with the partial financial assistance of the Government.

CHAPTER IV

Organisational and Institutional Arrangements

A uniform development of Administration at all levels of education along with the quantitative expansion of the sector is a crucial factor for the growth of educational system in the right direction. In our State, the past two decades have witnessed a tremendous growth of educational institutions. But a close analysis of the growth of administration will reveal that very little has been done to expand the organisational set up and institutional arrangements. An efficient management of educational system needs a corresponding growth of administration at all levels. Several proposals for the strengthening of administration in the recent past have met with a tragic end on the ground that funds are inadequate. The Committee examined the problem in detail and concluded that further changes in organisational and institutional arrangements should take into consideration the following aspects.

- i. Strengthening of administration at various levels.
- ii. Decentralisation of academic (research and training) and examination wings of the Department.
- iii. Strengthening of the Planning Cell in the Directorate and formation of Planning Units at the Revenue District level.
- iv. Creation of an efficient Academic Inspection Wing.

1. Strengthening of the Directorate

4.2 The Directorate was last reorganised in 1964. The work of the Department has expanded very much during the last two decades. Without adequate strengthening of the administrative set up also along side, the Department cannot discharge its functions effectively. The Directorate and the District Offices need to be strengthened with adequate staff.

4.3 The Committee examined the proposal to separate the administration of primary education from the Directorate of Education and create a separate Directorate for Primary Education and concluded that such a separation will not serve any useful purpose. However the committee was convinced that there is a need for strengthening the administrative machinery in the primary education sector. It therefore recommends the creation of the post of Additional Director-in-charge of Primary Education in the Directorate of Public Instruction.

2. Planning Cell

4.4 Strengthening of the Planning Cell of the Directorate is long overdue. Unless a full-fledged Planning Cell is constituted, the implementation and monitoring of plan schemes will become difficult and ineffective. The Cell should be headed by a well qualified and competent officer, having vast experience in the field of educational planning. The State Level Planning Officer will have the status of an Additional Director as in the case of other Departments like Harijan Welfare Department. The Adult Education Wing should also form a part of the Planning Cell. The Additional Director (Planning) at the Directorate should be provided with essential ministerial and statistical staff. At present there is no planning machinery at the District Level. Only two compilers are posted to look after the collection and compilation of statistics. This set up is quite inadequate. The Planning Unit at the District Level (attached to the Deputy Director's Office) needs to be strengthened by appointing a Planning Officer (in the Cadre of D.E.O) as the head of the units, one Research Officer, two Research Assistants, 2 more Compilers and the necessary ministerial staff.

3. Examination wing

4.5 The Examination Wing with its very limited staff and steadily increasing number of candidates and variety of examinations is acutally bursting at its seams. There is urgent need to strengthen the Examination Wing. Institutional arrangements with a view to reduce the burden of workload of the present Examination Wing are also suggested. The present post of Secretary, Board of Secondary Education will look after the work connected with S.S.L.C., T.T.C., L.T.T.C., scholarships

and other non-technical subjects. A new post of Secretary (Technical Examination) is necessary to look after the matters connected with technical and professional examinations.

4.6 At present, the Examination Wing is not having Regional Offices. Hence it has become quite unwieldy to handle the conduct of various examinations. The centralisation of all the items of work concerning public examination at one centre involves waste of time, energy and resources. Hence it is proposed to start three regional Offices at Calicut, Trichur and Trivandrum. The head of the Regional Office may be designated as Regional Secretary of Examinations (in the grade of D.E.O.) The Regional Officers will be held responsible for distribution of answer books and stationery articles to the examination centres, collection and preparation of presentation rolls, distribution of question papers etc. in their respective areas.

Realignment of Educational Districts and Sub-districts

4.7 At present there are 30 educational districts and 150 sub districts in the State. In order to make supervision and administration more effective, the realignment of educational district and sub district offices and creation of additional posts also need special attention. It is recommended that 16 Educational districts and 46 educational sub districts may be created additionally for the whole State to make a total of 46 educational districts and 196 educational sub-districts.

4.8 The key role of the A.E.Os in the field of education really warrants a higher position for them in the administrative ladder. The post of A.E.O. may therefore be placed between that of the Senior Grade H.S. Headmaster and D.E.O.

5. Academic Inspection

4.9 The present system of inspection in schools is far from satisfactory. A team of Subject Supervisors must be formed (Districtwise for L.P. and U.P. Schools and Statewise for Secondary) for evaluating the plus and minus points of teaching. The evaluation reports of the team must be given due weight. For this, the creation of the posts of Subject supervisors is an urgent necessity to improve the quality of education in the State.

6. State Institute of Education

4.10 Taking into consideration the wide range of activities and the vital role of the State Institute of Education in the field of academic improvement, research and training decentralisation of the activities of the Institute has become a need of the time.

District Resource Centre

4.11 The Programme of the S.I.E. have to be implemented throughout the State. The Institute has to deal with a number of teachers and schools in the different parts of the State for conducting inservice courses and follow up work. Decentralisation of the programme of the S.I.E. is a timely need for effective and speedy implementation of the programmes of the Institute. Hence it is proposed to start 'Resource Centre' in each Revenue District. These Centres will organise inservice courses, do the follow up work, and take up remedial measures. They will also help the District Educational Officers in academic supervision and guidance. Such an arrangement will also help the formation of a team of Officers who may visit each school and give training to teachers for a specified period, there itself.

CHAPTER—V

Programmes in the Seventh Five Year Plan—Schemes and Outlay

The VI Five Year Plan provided an outlay of Rs. 3083 lakhs for General Education (School level). The expenditure for the first three years alone amounted to Rs. 2810 lakhs, leaving a balance of Rs. 273 lakhs for the remaining two years. The financial provision in the Sixth Plan under General Education is quite inadequate to implement the various educational projects. Considering the need for a massive programme of qualitative improvement and vocationalisation, the VIIth Plan needs a higher financial support, nearly double the outlay set apart for the VIth Plan.

5.2 In the course of the last three decades of planned development, the educational system in the stage has expanded considerably in quantitative terms, neglecting the qualitative aspect of education. A considerable portion (43 percent) of the plan funds under general education is shared by expansion programmes involving teacher costs as a result of additional enrolment with the result that qualitative improvement programmes find a low financial priority. It is, therefore, suggested that schemes coming under 'Teacher costs' as a result of additional enrolment should find a place in the non-plan sector. The main content of the Seventh Five Year Plan should be qualitative improvement programmes, improvement of physical facilities, vocationalisation etc. The programmes envisaged in the different fields of General Education is shown below.

I. Elementary Education

5.3 In the case of elementary education, the most important task before the educational planners today, is to achieve universal coverage within the age group 6-11 and to achieve as high a percentage as possible within the age group 11-14. But Kerala.

with its rapid educational development in the past, has secured a very high enrolment ratio in the age groups 6-11 (96 per cent). Hence the target of enrolment in the VIIth Plan will be to achieve 100 per cent enrolment ratio in the age group 6-14.

5.4 Special measures would be needed to ensure that educational facilities provided are utilised by those sections of the population who have so far remained outside the ambit of elementary education and that the target of enrolling 100 per cent children of the age group 6-14 are realised in full by the end of the VIIth Plan period. Almost all villages in the State are covered with elementary schools-either in them or within a reasonable walking distance. Hence the expansion of schooling facilities as a measure of additional enrolment is irrelevant as far as Kerala is concerned. A large proportion of the additional enrolment proposed would have to come particularly from among girls and from the S.C and S.T. and other weaker sections of the population. In the case of girls, the problem is not one of providing facilities. Social prejudices, demand made on their time for household work and other reasons prevent their enrolment in schools, particularly when they reach the age 11-15. Special efforts would, therefore, be needed to identify the educationally backward pockets where enrolment ratios are poor especially among the girls and weaker sections. The existing schemes of 'Removal of Educational Backwardness' would have to be extended to other areas identified for the purpose. Incentives like scholarship and financial concessions, free text books and stationery etc. will have to be provided to promote enrolment among the girls and weaker sections of the population. In view of the failure of the Non-Formal Education Centres introduced in the State, a new project on non-formal education for the age-group 6-14 for regular schooling.

5.5 Most of the primary schools in the state are housed in unsatisfactory buildings. Several schools do not have the sites of their own and are run in rented buildings. Most of the institutions are deficient in even in the basic essential equipment and furniture. The programmes for the construction of school buildings and supply of furniture will get due priority in the Seventh Five Year Plan.

5.6 The improvement of quality of education in primary schools will get special attention in VIIIth Plan. To achieve this, the existing programme of work experience would be extended to more schools with coverage of a number of useful trades. Adequate provision will be made to distribute equipments necessary for teaching science in primary schools.

5.7 Under pre-primary education, special efforts will be made to start a few Departmental model nursery schools. Adequate provision will be made to extend financial assistance to panchayats for starting pre-primary schools. The total cost of Elementary Education work out to Rs. 2040 lakhs, its break-up is as follows:-

Elementary Education	Amount (Rs. lakhs)
1. Construction of school buildings, supply of furniture and provision of staff quarters in Tribal Sub Plan area (T.S.P.)	100.00
2. Construction of buildings for Departmental L.P./U.P. Schools	1100.00
3. Supply of furniture to Departmental L.P./U.P. Schools	100.00
Quality Improvement Programmes	
4. Work Experience Programme in primary schools.	75.00
5. Improvement of Science education in primary schools	75.00
6. Provision of teaching aids NCERT/ UNICEF/Centrally Aided Schemes	25.00
7. NCERT Assisted schemes (State share)	15.00
8. UNICEF Assisted Schemes (State share)	10.00
9. Non-Formal Education Centres	50.00
Others	
10. Removal of backwardness including education of girls	50.00

11. Pre-primary Education (Training of teachers and starting of Departmental model schools)	100.00
12. Financial Aid to panchayats for starting Pre-primary schools	200.00
13. Institute of Primary Education	30.00
14. Health Education Programme	10.00
15. Bifurcation of large primary Schools	100.00
Sub Total-Elementary Education	<u>2040.00</u>

II. Secondary Education

5.8 The main emphasis in the field of Secondary Education in the Seventh Five Year Plan should be on the following aspects.

1. Improvement in the quality of education
2. Improvement of physical facilities in secondary schools, and
3. Vocationalisation.

5.9 The emphasis on expansion has led to an undermining of the qualitative aspects of education, thereby adversely affecting the productivity and efficiency of the system. In view of the crucial role that secondary education has to play in national development, increasing emphasis has to be laid on improvement its quality. The programmes envisaged in the VII Plan include continuance of work oriented education in secondary schools, improvement of science education through supply of laboratory equipments and teaching aids, vocational guidance programme, examination reforms, revision of curriculum, school complex programme etc. The new schemes proposed in the field are creation of District Education Centres (District Resource Centres under SIE) and creation of Academic Inspection Wing by appointing subject Supervisors. While implementing the programmes, priority has to be assigned for improving the quality of education in rural schools.

5.10 The rapid expansion of educational development has created problems of accommodation and equipments in schools. Several secondary schools even today, are run in temporary sheds. The average class room space is far below the norm prescribed by the Department, with the result that the class rooms are generally

over-crowded. Furniture are either inadequate or unsuitable. There are several schools run in sub-standard buildings in many of the Districts. It has become a more or less regular feature that during monsoon, inspite of all precautions, some of the old buildings collapse every year sometimes resulting in casualties. The problem is more serious in the case of Departmental schools. Inspite of past attempts under the plans, the problem still remains unsolved. There are as much as 4000 government schools (both primary and secondary) which require new buildings or replacement of the existing old buildings. However, the constraints of resources will necessitate a selective approach and phased programme. While implementing the programmes of construction of school buildings and supply of furniture, priority needs to be given to schools situated in rural areas and educationally backward regions.

5.11 In order to make secondary education employment oriented, the Sixth Plan has envisaged the introduction of Vocationalisation in the plus two stage. But the Plan could make only a nominal beginning in the field. Steps have been taken to start 18 Vocational Higher Secondary Schools in 1983-84. The VIIth Plan envisages that there should be atleast three such types of schools in each C.D. Block by the end of the VIIth Five Year Plan.

5.12 The other programmes which require due priority in the VIIth plan are adequate provision of scholarships and financial concessions to weaker sections, coaching classes to SC/ST students and development of library facilities in secondary schools. The total cost of Secondary Education works out to Rs. 2300 lakhs. The break-up of the programmes is as follows:—

Secondary Education	Amount (Rs. lakhs)
1. Construction of buildings for Departmental Secondary Schools	800.00
2. Supply of furniture to Depart- mental Secondary schools Quality Improvement Programmes	30.00
3. Work-oriented education in Secondary Schools	75.00
4. Improvement of science education in secondary schools	100.00

5. Provision of teaching aids	25.00
6. Vocational guidance programme	15.00
7. Development of school Libraries	80.00
8. Examination Reforms	10.00
9. Revision of Curriculum	60.00
10. School Complex Programme	10.00
11. Popularisation of Science Literature	10.00
12. Upgrading of selected Secondary Schools as Higher Secondary and introduction of Vocational courses	350.00
13. District Education Centres (District Resource Centres under S.I.E.)	40.00
14. Creation of Academic Inspection Wing Appointment of subject supervisors	60.00
Others	
15. Education, Research and Training	25.00
16. State Institute of Education	100.00
17. Institute of Science	50.00
18. Creation of Scholarship Unit and enhancement of scholarships	100.00
19. Award of scholarship to S.C. Students (S.C.P.)	50.00
20. Coaching classes for SC Students (S.C.P)	100.00
21. Award of scholarships to ST Students (TSP)	10.00
22. Coaching classes for ST students (TSP)	10.00
23. Population Education (State share)	20.00
24. Society for school promotion and Development	10.00
25. Library movement—contribution to Raja Ram Mohan Roy Foundation and allied matters	10.00
26. Bifurcation of large secondary schools	150.00
Sub Total: Secondary Education	<u>2300.00</u>

HI. Teacher Training:

5.13 Many of the Teacher Training Schools in the State are woefully lacking in facilities and equipment to cope with the revised curriculum. In order to make primary education qualitatively effective, it is necessary to equip them at least in the minimum level. A regular programme of inservice training is necessary for maintaining the profession competency of the primary and secondary level teachers. The proposal for creation of the District Resource Centres under the S.I.E. will enable to implement the scheme more effectively and with a good coverage of all levels of school teachers. The total cost of teacher education works out to Rs. 225.00 lakhs. The schemes proposed under Teacher Education in VIIth Plan are shown below.

Teacher Education:-	Amount (Rs.Lakhs)
1. Inservice Training of Primary School Teachers	125.00
2. Inservice Training of Secondary School teachers	75.00
3. Improvement of Teacher Training schools (including L.T.T)	<u>25.00</u>
Sub Total: Teacher Education	<u>225.00</u>

Direction and Administration

5.14 The main directions in which Direction and Administration should be strengthened in the VIIth Plan period have been indicated in Chapter III. The total cost of the programme works out to Rs. 425.00 lakhs. The scheme-wise break up is as follows:-

Direction and Administration	Amount (Rs. lakhs)
1. Formation of new Educational Districts and Sub-districts	200.00
2. Reorganisation of the Directorate and strengthening of Administration	50.00
3. Strengthening of Planning Machinery in the Directorate and creation of District Units for Planning and Monitoring	40.00

4. Strengthening of text-book Wing in the Directorate.	20.00
5. Reorganisation of the Examination Wing-starting of Regional Offices	15.00
6. Strengthening of Offices of D.E.Os and Dy. Directors of Education at the Revenue District level.	100.00
Sub Total: Strengthening of Administration	<hr/> 425.00

V. Other Educational Programmes

5.15 The Programmes include Adult Education, Physical Education, Sports and Youth Welfare and Development of Languages.

5.16 The problem of adult education in Kerala is not so serious as in other States in India, as Kerala has attained a literacy level of 70.42 per cent according to 1981 Census. the Seventh Five Year Plan, therefore, envisages the continuance of the existing schemes under Adult Education in the State Plan Sector.

5.17 About onefourth of the population of Kerala is inside the class rooms. Therefore the most economic and effective way of providing a healthy generation is by ensuring the physical efficiency of the students attending schools. Adequate facilities are to be provided to the students talented in games and sports to develop their talents to the maximum extent possible. The programmes therefore need a higher financial support in the VIIth Plan.

5.18 The most important area which deserves priority in the VIIth Plan is the education of the physically handicapped. It is widely recognised that the welfare of the handicapped population depends upon the extent to which educational and rehabilitational facilities are made available to them. In both these aspects, the State Government have to do a lot. The educational facilities now offered to them are quite inadequate. There is pressing need for the expansion of educational facilities for the handicapped. All the Districts are not having Special Schools and hence the parents are not able to send their children to schools. Also the existing schools are not able to admit all those

who seek admission. The number of applicants in the waiting list is very large. The starting of special schools in the District where there are no such schools is a pressing need. Another problem is the combined education of both the blind and the deaf in the same school. It creates several problems of running the institution effectively. Bifurcation of such school is an immediate necessity. Improvement of facilities in the existing special schools like supply of adequate equipments, expansion of hostel and class room accommodation etc. is also an urgent need which should receive due attention in the VIIth Plan. The total cost of the schemes under 'Other Educational Programmes' would come to Rs. 1085.00 lakhs. The scheme-wise break up is as follows:—

Other Educational Programmes:	Amount
	(Rs. lakhs)
1. Adult Education (including SCP and TSP) State Plan.	75.00
2. Physical Education-Sports/Youth Welfare	250.00
3. Assistance to Kerala Sports Council	250.00
4. Improvement of facilities in Special Schools (Including training of teachers and bifurcation of schools)	75.00
5. Starting of new schools for the handicapped	150.00
6. Development of Sanskrit Education	60.00
7. Production and distribution of note books	75.00
8. Appointment of Hindi teachers in Non-Hindi Speaking Areas (State Share)	<u>150.00</u>
Sub Total: Other Programmes	<u>1085.00</u>

The total cost of schemes under General Education in the VIIth Plan (excluding Higher Education) works out to Rs. 6075.00 lakhs.

CHAPTER—VI

Summary of Recommendations

Target of Enrolment

In the case of elementary education, the most important task before the educational planners today is to achieve universal coverage within the age-group 6-11 and to achieve as high a percentage as possible within the age group 11-14. But Kerala with its rapid educational development in the past has secured a high enrolment ratio in the age group 5-9 (96 per cent) and 5-14 (91 per cent). Our aim in the Seventh Five Year Plan would be to fill up the existing gap i.e. to raise the enrolment ratio to 100 per cent in the age group 6-14. The enrolment ratio of the Scheduled Caste and Scheduled Tribe population should also be raised to the general level (3.5).

Opening of New Schools—Policy

6.2 The future policy of opening new schools must be made on the principle that education must reach all people and all places. By this, it is hoped to bring out a positive change without creating much problems as a result of indiscriminate opening of new schools. Schools should be sanctioned only in such places where they are absolutely needed, based on an intensive survey (3.7).

Ban on Opening Aided Schools

6.3 The system of direct payment of salary to private school teachers has made the establishment of aided schools a very profitable commercial enterprise in Kerala. Sanctioning of aided schools should be stopped forthwith in order to free government from increasing financial burden and ensuring fair pay to all citizens and minimising corruption in the School sector (2.5, 2.6).

Protected Teachers—a Great Financial Drain

6.4 The policy of giving protection to private school teachers in times of retrenchment involves heavy financial burden on the part

of the Government. The number of staff included under this category has increased to 4350 teaching staff and 126 non-teaching staff as on 31-3-1983. The number of teachers coming under protection category is bound to increase year after year unless some radical steps are taken to reduce the number of protected staff by appropriate policies and stricter supervision. The costs to government for protecting idleness in aided schools works out to over Rs. 4 crores a year. The problem is so serious which deserves the urgent attention of the government in view of the great financial drain which it is causing and need for finding funds for quality improvement in schools for which there is, at present, a crying need (2.7, 2.8 and 2.9).

Quality Improvement Programmes

6.5 In the course of the last three decades of planned development, the educational system in the State has expanded considerably in quantitative terms, neglecting the qualitative aspects of education. Quality improvement programmes should be the main content of the Seventh Five Year Plan. Ways and means to reduce the disparity in quality of education between rural and urban schools are to be formulated and implemented. Priority should also be assigned to the programmes of giving intensive coaching to weaker students (3.8).

Transfer of Schemes on 'Teacher Costs' to Non-Plan Sector

6.6 A considerable portion (about 43 per cent) of the plan funds under school education is shared by expansion programmes involving teacher costs as a result of additional enrolment in the primary and secondary levels of education with the result that quality improvement programmes find a low financial priority. The Sub-Group has, therefore recommended that in future, schemes on 'Teacher Costs' as a result of additional enrolment should find a place in the non-plan sector so that adequate provision can be made for quality improvement programmes (3.8, 5.2).

Improvement of Physical Facilities in Schools

6.7 Careful planning is needed in the case of facilities in the existing schools. In spite of planned efforts in the past, the State is still facing the problem of schools run in old and dilapidated buildings and thatched sheds for years. This is particularly a

searious problem with regard to schools run by the public sector and in the tribal areas. Improvement of facilities in the existing schools should, therefore, get due priority in the future plan (3.9).

Problem of Drop-outs

6.8 In Kerala, at present, the wastage in education is mainly due to drop-outs. Drop-outs in primary schools are more especially among the children coming from socially, economically and educationally backward homes. The Non-formal Education Centres started in the earlier plan period to solve the problem have proved to be a failure. In order to achieve 100 per cent enrolment ratio by the end of the Seventh Plan, the Sub-Group have suggested to take up appropriate steps to improve the existing scheme or to substitute the scheme by a more effective one (3.6).

Lop-sided Development of Education and Unemployment

6.9 The problem of unemployment among the educated is more acute in Kerala. Over 50 per cent of the work-seekers in Kerala are matriculates and above (according to statistics of Employment Exchanges). The fundamental defect of planning in Kerala has been a lop-sided development of education and disproportionate allotment of funds for social services to the detriment of secondary and tertiary sectors of the economy which alone could provide employment for the educated. Therefore, it is imperative that the expenditure on education should be reduced by curtailing wasteful expenditure and stopping quantitative expansion. The lop-sided growth of the educational system has led to the neglect of the other sectors of the economy so that the products turned out by the educational system have no opening for employment and form a frustrated group. The whole strategy of planning in Kerala needs a radical revision giving it an employment orientation.

Vocationalisation of Secondary Education

6.10 In the field of vocationalisation of Secondary education, a nominal beginning has been made in the Sixth Plan period by stating 13 vocational schools in the State. Extension of the programme in a phased manner should get due priority in the future plan. The committee has suggested that there should be 5 such schools in each C.D. Block at the end of the Seventh Plan. (3.10)

Pre-Primary Education

6.11 Pre-primary education is an integral part of a sound system of education. It is estimated that there would be about 14 lakhs of children in the age group 3-5 in the State. To provide pre-school education for at least 50 per cent of the children will involve heavy financial burden on the part of the Government. The ultimate aim must be to have on pre-primary school in each ward of each Panchayat at the end of the Seventh Plan period. These schools are to be started and managed by the Panchayats with the partial financial assistance of the Government. (3.11)

Strengthening of Administration

6.12 A uniform development of administration at all levels of education along with quantitative expansion of the sector is a crucial factor for the growth of educational system in the right direction. The Sub-Group has therefore recommended the strengthening of the Directorate and District Offices with adequate staff. The Sub-Group also examined the issue of separating the administration of primary education from the Directorate of Public Instruction and creation of a separate Directorate for Primary Education. The Sub-Group felt that such a separation will not serve any purpose. (4.3).

6.13 In the absence of a full-fledged planning cell, the implementation and monitoring of plan schemes will become difficult and ineffective. It is therefore necessary that the existing planning unit in the Directorate needs to be strengthened. The sub-group suggested the creation of planning units at the Revenue District Level. (4.4)

6.14 In order to make supervision and administration more effective, the Sub-Group recommended the realignment of educational district and sub-district offices. (4.7)

6.15 The centralisation of all the work concerning public examinations at one place involves waste of time, energy and resources. In the absence of regional offices, the Examination Wing has become quite unwieldy to handle various examinations. Hence it is necessary to start three regional offices of Examination Wing (4.6).

6.16 Decentralisation of the programmes of the State Institute of Education is a timely need for effective and speedy implementation of the programmes of the Institute. It is therefore proposed to start 'Resource Centres' in each Revenue District (4.11).

6.17 The present system of inspection in schools is far from satisfactory. The Sub-Group has therefore recommended to form a team of 'Subject Supervisors' (District-wise for L.P. and U.P. Schools and State-wise for Secondary Schools) for evaluating the plus and minus points of teaching in schools. (4.8).

Plan Outlay

6.18 The financial provision in the Sixth Plan under general education is quite inadequate to implement the various educational projects. Considering the need for a massive programme of quality improvement and vocationalisation, the Seventh Plan needs a higher financial support, nearly double the outlay set apart for the Sixth Five Year Plan (1.15, 5.1).

ANNEXURE—I**Progress of Educational Institutions in Kerala from 1961-62 to 1982-83**

Year	H.S.	U.P.S.	L.P.S
1961-62	629	1985	6745
1962-63	1015	2285	6904
1963-64	1029	2285	6919
1964-65	1146	2428	6930
1965-66	1151	2447	6954
1966-67	1276	2475	6933
1967-68	1292	2479	6940
1968-69	1381	2535	6917
1969-70	1382	2532	6928
1970-71	1384	2543	6895
1971-72	1393	2551	6895
1972-73	1399	2550	6887
1973-74	1404	2548	6904
1974-75	1488	2588	6975
1975-76	1521	2606	6975
1976-77	1666	2718	6992
1977-78	1675	2718	6969
1978-79	1680	2739	6970
1979-80	1680	2739	6970
1980-81	1976	2753	6861
1981-82	2075	2779	6811
1982-83*	2154	2763	6817

* Provisional

ANNEXURE—2
Progress of Enrolment in the Different Stages of
School Education

Year	Number of Students		
	Primary Stage	Secondary Stage	Total
1	2	3	4
1960-61	2939408	330893	3270301
1961-62	3041388	416364	3457752
1962-63	3131503	490564	3622067
1963-64	3263617	554819	3818436
1964-65	3424765	585336	4010101
1965-66	3552693	615143	4167836
1966-67	3688679	439959	4328638
1967-68	3784864	666773	4451637
1968-69	3912830	702384	4615204
1969-70	3989863	709290	4698653
1970-71	4074809	724724	4799532
1971-72	4229533	450198	4979731
1972-73	4375389	750886	5156275
1973-74	4404716	865861	5270577
1974-75	4423247	936042	5359289
1975-76	4377461	907896	5285357
1976-77	4350016	1008665	5353681
1977-78	4405592	1088166	5493758
1978-79	4340729	1197403	5538132
1979-80	4318198	1275063	5593261
1980-81	4282995	1310671	5594666
1981-82	4333302	1317496	5650798
1982-83	4330937	1315336	5646273

ANNEXURE—3
Enrolment in Std. I 1971-72 to 1982-83

Year	Enrolment in Std I (in lakhs)	Variation in Enrolment in Std. I (in lakhs)
1971-72	8.48	—
1972-73	6.86	(-) 1.62
1973-74	6.46	(-) 0.40
1974-75	6.59	(+) 0.17
1975-76	6.54	(-) 0.05
1976-77	6.76	(+) 0.22
1977-78	6.94	(+) 0.18
1978-79	6.55	(-) 0.39
1979-80	6.55	—
1980-81	6.31	(-) 0.24
1981-82	6.50	(+) 0.19
1982-83	6.26	(-) 0.24

ANNEXURE—4
**Percentage of Literates in Kerala—District-wise 1971 and
1981**

Sl. No.	District	1971	1981
1.	Trivandrum	62.54	70.50
2.	Quilon	60.97	74.11
3.	Alleppey	70.44	78.52
4.	Kottayam	72.88	81.66
5.	Idukki	56.42	67.44
6.	Ernakulam	65.37	76.82
7.	Trichur	61.61	73.59
8.	Palghat	46.69	58.00
9.	Malappuram	47.90	60.50
10.	Kozhikode	58.77	70.12
11.	Wynad	47.33	58.33
12.	Cannanore	55.27	65.74
	Kerala	<u>60.42</u>	<u>70.42</u>

ANNEXURE—5

Enrolment-ratio of the School-going population in Kerala—1981

Age-group	Population			Enrolment			Enrolment Ratio		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9	10
5-9	1484600	1487300	2981900	1481497	1393682	2875179	99.12	93.70	96.42
9-14	1435200	1405800	2841000	1269745	1177794	2447539	88.47	83.78	86.15
5-14	2929800	2893100	5822900	2751242	2571476	5322718	93.90	88.88	91.41

ANNEXURE—6**Wastage in School Education in Kerala****(1970-71 to 1979-80 batch)**

Standard	Year	Enrolment in lakhs	Wastage Indices
I	1970-71	8.00	100
II	1971-72	7.25	91
III	1972-73	6.97	87
IV	1973-74	5.99	75
V	1974-75	5.84	73
VI	1975-76	5.28	60
VII	1976-77	4.92	61
VIII	1977-78	4.41	55
IX	1978-79	4.01	50
X	1979-80	3.03	38
Passed SSLC	March 1980	1.20	15

ANNEXURE—7
GENERAL EDUCATION-OUTLAY AND EXPENDITURE-V & VI FIVE YEAR PLANS
(Rs. Lakhs)

Sl. No.	Name of Scheme	Fifth Plan			Sixth Plan			Total
		Outlay	Expenditure	Outlay	Expenditure	for three Years 1980-81 1981-82 1982-83 (R.E.)		
1	2	3	4	5	6	7	8	9
1.	Direction and Administration	2.00	1.60	135.00	36.93	44.68	45.00	126.61
A.	Primary Education							
	Elementary Education—							
	MNP Tribal Sub-Plan							
2.	Opening of Primary Schools in Tribal Areas	---	-	10.00	2.91	4.57	3.00	10.48
3.	Supply of Furniture	---		10.00	2.47	1.65	1.00	5.12
4	Construction of Building and Staff Quarters	---	---	70.00	---	0.04	11.00	11.04
	Teacher Cost (Departmental Schools)							
5	Additional Employment in L.P. and U.P. Schools and Strengthening of selected U.P. Schools	326.00	214.99	275.00	57.60	87.69	42.00	189.75

1	2	3	4	5	6	7	8	9
6	Appointment of Primary School Teachers from SC/STs. Building and School facilities (Department)	15.00	18.11	10.00	3.23	5.06	2.00	10.29
7	Construction of Building for L.P./U.P. Schools	285.00	219.15	470.00	89.74	217.13	112.00	418.87
8	Supply of Furniture to L.P./U.P. Schools	29.00	143.73	160.00	21.45	35.07	20.00	76.52
9.	Improvement of facilities Others	10.00	23.98	35.00	6.05	12.29	6.00	24.34
10.	Removal of Backwardness including Education of Girls	4.00	6.91	15.00	3.54	4.24	3.00	10.78
11.	Pre-primary Education	---	---	15.00	0.35	1.72	1.00	3.07
12.	Institute of Primary Education	16.00	11.24	20.00	3.06	1.18	3.00	7.24
13.	Health Education Programme NCERT/UNICEF/Centrally aided Schemes	1.00	0.33	3.00	0.10	0.06	0.15	0.31
14.	NCERT Assisted Schemes (State share)	---	---	8.00	---	0.12	1.50	1.62
15.	UNICEF Assisted Programme	---	---	2.50	---	0.24	0.50	0.74
16.	Experimental Project for non-formal Education (state share) Quality Improvement Programme	---	0.50	50.00	3.93	---	4.00	7.93
17.	Work Experience Programme Other than MNP	15.00	8.37	30.00	0.12	0.84	4.00	5.96

1	2	3	4	5	6	7	8	9
18.	Improvement of Science Education	10.00	9.92	30.00	2.41	4.11	5.00	11.52
19.	Introduction of Socially useful productive work	---	---	15.00	1.25	2.65	3.00	6.90
20.	Teacher Cost (Non Departmental) Additional Enrolment	360.00	475.61	340.00	125.00	168.60	64.00	357.60
B.	Secondary Education							
21.	Additional Enrolment (MNP)	210.00	171.54	180.00	86.88	155.25	32.00	274.13
22.	Strengthening of Staff in large Secondary Schools	---	---	15.00	5.50	7.26	3.00	15.76
23.	Buildings and Equipments	75.00	127.36	240.00	114.54	209.63	37.00	361.17
24.	Furniture	5.00	8.33	40.00	18.78	7.95	6.00	32.73
	Teacher Cost (Non-Departmental)							
25.	Enrolment Quality Improvement	80.00	168.36	235.00	127.31	172.32	42.00	341.63
26.	Improvement of Science Education	10.00	18.39	25.00	2.72	4.91	5.00	12.63
27.	Work Oriented Education	10.00	9.46	25.00	6.10	7.17	5.00	18.27
28.	Vocational Guidance Programme	2.00	2.00	5.00	0.55	0.63	1.00	2.18
29.	Improvement of Library and Laboratory Facilities	---	---	25.00	11.87	6.82	7.00	25.69
30.	Examination Reforms	2.00	2.58	3.00	0.32	0.29	0.50	1.11
31.	Revision of Curriculum	2.00	1.32	3.00	0.46	0.58	1.00	2.04
32.	School Complex Programme	---	---	5.00	0.23	0.69	1.00	1.92

1	2	3	4	5	6	7	8	9
33.	Popularisation of Science Literature	5.00	3.70	2.50	0.01	0.28	0.50	0.79
34.	Teacher Education Centrally Assisted Schemes	24.00	16.13	70.00	10.07	11.58	13.00	34.65
35.	Population Education (State Share) Other Programmes	—	—	5.00	—	—	1.00	1.00
36.	Introduction of Vocational Courses in selected schools and upgrading them	—	—	5.00	—	42.66	4.00	46.66
37.	Creation of Scholarship Unit and Enhancement of Scholarship	3.00	1.56	5.00	2.68	2.34	2.00	7.02
38.	Library Movement— Contribution to Raja Ram Mohan Roy Foundation and Allied Matters	5.00	5.99	8.00	4.34	2.28	2.50	9.12
39.	Society for School Promotion and Development	3.00	9.41	5.00	—	—	2.00	2.00
40.	Education, Research and Training Institutions	—	—	8.00	—	—	2.00	2.00
41.	State Institute of Education	13.00	12.66	35.00	3.05	0.01	4.00	7.06
42.	Institute of Science Special Component Plan	7.00	8.89	10.00	2.17	4.17	2.50	8.84

1	2	3	4	5	6	7	8	9
43.	Scholarships	2.00	1.00	18.00	2.69	3.87	8.00	14.56
44.	Coaching classes for SC Students Tribal Sub Plan	5.00	5.49	12.00	2.42	2.71	6.00	11.13
45.	Award of Scholarships to ST Students	---	---	---	---	---	0.50	0.50
46.	Coaching classes for ST Students	---	---	---	---	---	0.50	0.50
C. Other Educational Schemes								
47.	Adult Education (MNP)	---	---	50.00	---	---	5.00	5.00
48.	, Special Component Plan	---	---	---	---	---	---	---
49.	, Tribal Sub-Plan	---	---	---	---	---	0.50	0.50
50.	Phycial Education-Sports and Youth Welfare	22.00	24.19	19.50	8.06	9.39	19.00	36.45
51.	Assistance to Sports Council	30.00	50.63	130.00	60.00	70.00	40.00	170.00
52.	Improvement of facilities in Special Schools	---	---	10.00	1.27	2.16	3.00	6.43
53.	Development of Sanskrit Education	3.00	3.49	15.00	3.23	3.95	6.95	13.97

1	2	3	4	5	6	7	8	9
33.	Popularisation of Science Literature	5.00	3.70	2.50	0.01	0.28	0.50	0.79
34.	Teacher Education Centrally Assisted Schemes	24.00	46.13	70.00	10.07	11.58	13.00	34.65
35.	Population Education (State Share)	---	---	5.00	---	---	1.00	1.00
36.	Other Programmes Introduction of Vocational Courses in selected schools and upgrading them	---	---	5.00	---	42.66	4.00	46.66
37.	Creation of Scholarship Unit and Enhancement of Scholarship	3.00	1.56	5.00	2.68	2.34	2.00	7.02
38.	Library Movement— Contribution to Raja Ram Mohan Roy Foundation and Allied Matters	5.00	5.99	8.00	4.34	2.28	2.50	9.12
39.	Society for School Promotion and Development	3.00	9.41	5.00	---	---	2.00	2.00
40.	Education, Research and Training Institutions	---	---	8.00	---	---	2.00	2.00
41.	State Institute of Education	13.00	12.66	35.00	3.05	0.01	4.00	7.06
42.	Institute of Science Special Component Plan	7.00	8.89	10.00	2.17	4.17	2.50	8.84

1	2	3	4	5	6	7	8	9
43.	Scholarships	2.00	1.00	18.00	2.69	3.87	8.00	14.56
44.	Coaching classes for SC Students Tribal Sub Plan	5.00	5.49	12.00	2.42	2.71	6.00	11.13
45.	Award of Scholarships to ST Students	---	---	---	---	---	0.50	0.50
46.	Coaching classes for ST Students	---	---	---	---	---	0.50	0.50
C. Other Educational Schemes								
47.	Adult Education (MNP)	---	---	50.00	---	---	5.00	5.00
48.	, Special Component Plan	---	---	---	---	---	---	---
49.	,, Tribal Sub-Plan	---	---	---	---	---	0.50	0.50
50.	Physical Education-Sports and Youth Welfare	22.00	24.19	19.00	8.06	9.39	19.00	36.45
51.	Assistance to Sports Council	30.00	50.63	130.00	60.00	70.00	40.00	170.00
52.	Improvement of facilities in Special Schools	---	---	10.00	1.27	2.16	3.00	6.43
53.	Development of Sanskrit Education	3.00	3.49	15.00	3.23	3.95	6.95	13.97

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1	2	3	4	5	6	7	8	9
54.	Appointment of Hindi Teachers in Non-Hindi Speaking Areas (State share)	---	---	32.00	16.28	25.75	10.00	52.03
55.	Integrated Education of the Handicapped (State share)	4.00	2.41	5.00	0.39	0.80	1.50	2.69
56.	Enrolment Campaign at Panchayat Level	---	---	---	0.02	0.26	---	0.28
57.	Establishment of schools for talented children from rural areas	5.00	13.31	---	0.04	---	---	0.04
58.	Establishment of Text book Bank (Primary)	50.00	30.21	---	0.20	---	0.25	0.45
59.	Establishment of Regional Institute for Language Training	16.00	7.39	10.00	---	---	---	---
60.	Appointment of Graduate Teachers from SC/STs	10.00	4.61	---	---	---	---	---
61.	Direct Grants to Non-Government Special Schools-General Teaching	---	0.04	---	---	---	---	---

1	2	3	4	5	6	7	8	9
62	Workshop for Production of Science Equipments	2.00	1.99	---	---	---	---	---
63.	Manufacture and distribution of Note Books	---	---	---	---	---	0.71	0.71
	Total	1668.00	1872.74	3083.00	851.78	1347.65	610.90	2810.33



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