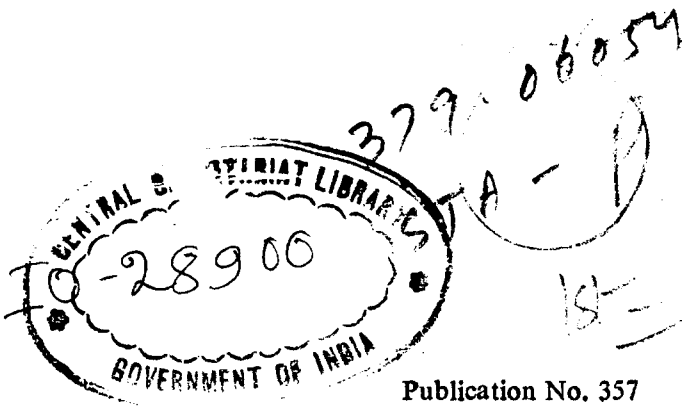


PROCEEDINGS
OF THE
STATE EDUCATION MINISTERS'
CONFERENCE

Held at New Delhi
on 20th & 21st September, 1957



MINISTRY OF EDUCATION
GOVERNMENT OF INDIA
1958



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Minutes of the Conference of State Education Ministers held on the 20th and 21st September, 1957, at New Delhi

A Conference of State Education Ministers was held at Vigyan Bhavan (Committee Room 'C') on the 20th and 21st September, 1957, to exchange views on matters of common interest, to review the progress made in the implementation of educational development programmes and to consider measures to be adopted for the removal of difficulties in the realisation of the objectives of the Second Five-Year Plan.

2. The Union Education Minister, Maulana Abul Kalam Azad presided over the deliberations of the Conference which was attended by the Minister of State, Dr. K.L. Shrimali, the Deputy Minister, Dr. M.M. Das, the two Secretaries Shri K.G. Saiyidain and Prof. M.S. Thacker, the Financial Adviser and other officers of the Union Ministry of Education and Scientific Research.

3. The following State Ministers, accompanied by Education Secretaries/Directors of Education/Public Instruction were present :—

Andhra	—Shri S.B.P. Pattabhi Rama Rao, (Education Minister)
Assam	—Shri P. Chetia (Deputy Education Minister)
Bihar	—Kumar Ganganand Sinha (Education Minister)
Bombay	—Shri Hitendra Kannaiyalal Desai (Education Minister)
Jammu & Kashmir	—Shri Sham Lal Saraf (Education Minister)
Kerala	—Shri Joseph Mundassery (Education Minister)
Madhya Pradesh	—Dr. Shankar Dayal Sharma (Education Minister)
Madras	—Shri C. Subramaniam (Education Minister)
Mysore	—Shri V. Venkatappa (Education Minister)
Orissa	—Shri Lingaraj Panigrahi (Education Minister)

Punjab	—Shri Amar Nath Vidyalankar (Education Minister)
Rajasthan	—Shri Poonam Chand Vaishnavi (Deputy Education Minister)
Uttar Pradesh	—Shri Kamalapati Tripathi (Education Minister)
West Bengal	—Shri Harendra Nath Chaudhuri (Education Minister)

4. The following attended the Conference by special invitation of the Union Education Minister :—

Shri V.T. Krishnamachari,
Deputy Chairman,
Planning Commission.

Shri C. D. Deshmukh,
Chairman,
University Grants Commission.

5. The Conference opened with an inaugural address by the Union Minister for Education and Scientific Research. A copy of the address is given in the Annexure to the Minutes. The Minister stressed the importance of close cooperation between the Central and the State Governments for bringing about educational reforms in the country and for achieving the targets laid down in the Plan. The Minister had observed that in recent years certain important decisions taken by the C. A. B. E. had not been given effect to by the State Governments. This Board has on it representatives of not only the Central Government but also of the State Governments and the Parliament. It also includes several eminent educationists of the country. The representatives of the State Governments have a clear majority in the Board and therefore no decision can be taken by the Board without the concurrence of the State Governments. The decisions of such a body should therefore be acceptable to all the State Governments and should be speedily and willingly implemented by them. Yet his experience during the recent past, he was sorry to say, had not been uniformly happy. The Minister would be prepared to consider the question of revising the constitution of the Board if the State Ministers considered this Body to be unwieldy or desired that its composition might be modified in some other way. It was essential that greater cooperation between the Central and State Governments should be ensured by every possible means.

6. The Union Minister suggested that before taking up various

items on the agenda, the general points raised in his address be discussed and he would welcome suggestions from the State Education Ministers in this regard.

7. The Education Minister, U.P., pointed out that his Government had already accepted the pattern of education at the Elementary stage recommended by the C. A. B. E. At the Secondary stage, they had accepted the principle of introduction of diversified courses and establishment of Multipurpose Schools. They were, however, faced with insurmountable difficulties in regard to the introduction of the three-year Degree course. In the State, Secondary and Intermediate Education is controlled by a Statutory Autonomous Board. There are 80 Degree Colleges in the State, conversion of all of which into the three-year pattern would entail problems of finding additional accommodation, equipment, staff, which due to the large finances involved, the State Government find themselves unable to meet. The immediate problem before the State Government is the overcrowding in classrooms, lack of hostel facilities, lack of library facilities and laboratories in the existing Universities and Colleges, which must take precedence over all reforms at this stage. Unless these difficulties are met, the State cannot think of adopting the three-year pattern which is bound to create its own problems. Different scales of pay of teachers in Government and affiliated colleges is another problem facing the State at present. The State Government has accepted the general pattern recommended by the C. A. B. E. but owing to the difficulties peculiar to the State, cannot change over to the new system all of a sudden. He requested the Union Minister that the State Government should not be denied assistance from the Centre because of its inability to introduce a certain reform first at present.

8. The U. P. Minister further suggested that the C. A. B. E. took decisions by a majority of votes. If a State Government is unable to implement a certain decision of the Board owing to difficulties peculiar to that State, its problems should be carefully examined so as to help in its development and overcome its difficulties.

9. The U. P. Minister further stated that his Government was unable to take advantage of the Central assistance offered under some of the Centrally Sponsored Schemes because the intimation regarding finalisation of these schemes had been received by the State Government at a stage when the State resources had been fully committed. He suggested that for such schemes, 100 per cent assistance should be given to the States.

10. The Madras Minister also explained the difficulties experienced by his State in achieving the targets aimed at under the Plan. He pointed out that the targets were sometimes laid down without reference to financial resources available. He emphasised the need for perspective

planning and urged that a close study be made of his note on the subject (Item 18 of the Agenda). He pointed out that the investigation by the Madras Legislative Committee had revealed that even by the end of the Third Plan, it would not be possible to realise the Constitutional Directive regarding free and compulsory education of the children for the age group 6—14.

11. After further general discussion, the following general resolution was accepted :

“This Conference of Education Ministers is firmly of the opinion that the pattern of the educational reconstruction that has been formulated from Elementary to University stage should be implemented vigorously within the funds that have been allocated for the purpose during the Second Plan period.”

12. The Conference then proceeded to consider the items on the Agenda.

12.01. Item 1 : Action Taken on the Recommendation of the State Education Ministers' Conference held in September, 1956.

12.01 The Conference noted the action taken on the decisions taken at the last Conference held in 1956.

12.02. Item 2 : Recommendations of the Planning Commission Panel on Education.

12.021 The Conference considered the recommendations of the Panel on Education and decided that those relating to the education of girls and women should be discussed while considering Item 6 of the Agenda, and those on University Education with Item 3 of the Agenda.

12.022 The Conference approved the recommendation of the Panel that vocational and technical education be promoted in appropriate Secondary schools in adequate numbers in the light of the recommendations of the Secondary Education Commission. The Conference noted that a special committee would go into the question of phased conversion of High Schools into Higher Secondary and Multipurpose Schools.

12.023 In regard to Elementary Education, the Conference passed the following resolution:

“This Conference of Education Ministers endorses the recommendation made by the Education Panel of the Planning Commis-

sion to the effect that education for the age group of 6—11 should be made free, universal and compulsory by the end of the Third Plan period at the latest and for this purpose recommends the adoption of suitable measures, including the increase in pupil-teacher ratio etc. The Conference noted that the Madras Government has prepared a note on perspective planning and commends its study in formulating programme in the field of Elementary Education.”

12.024 The Education Ministers of Jammu & Kashmir, and Rajasthan stated their difficulties in fully implementing the Resolution because of the peculiar circumstances of these States. The difficulties of the two States were noted but it was not considered necessary to make any change in the general resolution. The Conference was of the view that all the States should make a genuine effort by re-allocation of funds and in various other ways, to give effect to the Resolution.

12.03. Item 3 : Three-Year Degree Course Estimates Committee Report.

12.031 Shri C. D. Deshmukh, Chairman of the Expert Committee, explained that the Committee had arrived at a figure of Rs 25 crores as the sum required for the introduction of the three-year degree course in all the affiliated colleges, and had estimated that out of this, Rs 15 crores would be spent during the Second Plan period. The figures worked out in the report are reasonably approximate calculations, which can be altered as the circumstances demand. Detailed examination since made of this problem, however, reinforces the view that the expenditure, which the country may be called upon to incur during the Second Five-Year Plan for the improvement of affiliated colleges would not be more than Rs 15 crores.

12.032 Shri Deshmukh further explained that in order to bring about real reform at the University level, it will be necessary to introduce an integrated course of three years and not merely break up the existing courses of longer Duration into two parts. He suggested that every University introducing the three-year course should appoint an Academic Committee to ensure that the new course formed an integrated three-year course for the first degree. Where no change in the curriculum is made and there is only a redistribution of years of study, it cannot be regarded as the introduction of the three-year degree course. He raised the issue whether the 11 year period for school education was a fixed period or a minimum period of instruction. In his opinion a certain amount of latitude should be permissible and that a State like U. P., which was the first to introduce the first part of the Sadlers' Commission Report might be permitted to have a 12-year school course followed by a three-year

degree course and one year M.A. course. In that case, U. P. might find it possible to come into line with the proposed three-year degree course.

12.033 The U. P. Education Minister asked if the amount of Rs. 5 crores for colleges for improvements would be given only to those States which introduce the three-year integrated degree course or to other States also, which would carry out reforms related to the introduction of the three-year degree course, like the improvement of libraries, laboratories, teacher-pupil ratio etc. If the intention was to make the grant available only to those Colleges which introduced the three-year degree course, then he would like to differ from such a decision. Shri Deshmukh expressed the view that since all the Universities might not be able to introduce the three-year degree course during the Second Plan period, about 2 crores out of 5 crores should be available for carrying out improvements indicated in the circular letter issued by the Government of India in 1956. This would be a good way of utilising the limited funds available for carrying out the proposed reforms. This point was keenly discussed. It was finally agreed that the first charge on the funds should be the introduction of the three-year degree course and, if some funds were left over these should be utilised for improvements in collegiate education in the States, not in a position to introduce the three-year degree course.

12.034 The Conference passed the following resolution:

“This Conference of Education Ministers has carefully considered the scheme for the introduction of the three-year degree course at the University level and is of the opinion that its implementation is essential for the improvement of University education. It endorses the recommendation made by the Deshmukh Committee for the purpose and expresses the hope that the funds provided for it in the Central Plan, supplemented by the allocation made by the U. G. C. and the State Governments, will be made available for the introduction of this important reform. The State Governments may examine their budgetary position with the object of finding out how funds can be made available by suitable adjustments.”

12.04. Item 4 : Rural Higher Education Special Committee Report.

12.041 The Conference endorsed the recommendation of the Rural Higher Education Committee that the Inter-University Board should be moved to consider the holders of the Diploma of Rural Institutes eligible for admission to the post-graduate classes of the Universities.

12.042 In regard to the recommendation of the Committee that the U. P. S. C. and State Governments should be simultaneously app-

roached to accord recognition to the Diploma in Rural Services as equivalent to the first Degree of a University for purposes of employment under Government, the Conference suggested that an Assessment Board with a Member of the U. P. S. C. as Chairman might be constituted to examine the standards of the courses of instruction provided in the Rural Institutes, and to advise whether the Diplomas in question be accepted, as equivalent to the first degree for purposes of employment. If such an Assessment Board made a recommendation to this effect, the State Governments and State Public Service Commissions are likely to accept the Diplomas for purposes of Government Services in their own States.

12.043 In the discussion which preceded the above decisions, some members raised questions about the utility of such Institutes. It was explained that ten suitable existing Institutions had been helped to develop into Rural Higher Institutes, and that this was done with the approval of the Planning Commission. The Community Projects Administration was also satisfied that their products would be very useful in various types of work relating to rural development.

A question was also raised whether these Institutes which would be smaller than an average College could conduct their own examinations, and maintain academic standards which would be acceptable to Universities. It was pointed out that the examination would be conducted not by individual institutes but by the National Council for Rural Higher Education on all All-India basis on more or less the same basis as the examinations conducted in the Universities.

12.05 Item 5 : Relationship Between Post-Basic Education and Reorganised Pattern of Secondary Education.

12.051 The Conference was of the view that two parallel systems of education should not exist at the Secondary stage, as that would lead to difficulties in regard to further education of the products of Post-Basic Schools, and their employment. The Bihar Minister explained that his State had the largest number of Post-Basic Schools—about 70 percent of the total in India. They had certain special features such as the introduction of Basic crafts like Spinning, Weaving, Technology (Wood Work and Metal Work), and Agriculture. The Basic Education Board, Bihar, had accepted the approved pattern of Secondary Education for the Post-Basic Schools also. These schools would provide for diversified courses of study and could thus be absorbed into the general pattern of Secondary Education namely Multilateral Schools.

12.052 The Conference recommended that the Post-Basic Schools should be regarded as one type of Multipurpose Schools. The courses and standard of instruction imparted in these schools should be equiva-

lent to those in the Multipurpose Schools, and a suitable examination should be devised for them by the Boards of Secondary Education. With this arrangement, the question of separate recognition of Post-Basic School Diplomas and Certificates would not arise.

12.06 *Item 6 : Girls' Education*

12.061 The Conference noted that the position of girls under instruction at the various stages of education as compared to boys was highly unsatisfactory. At the Elementary stage the All-India percentage was 23 for girls as against 57 for boys. The Conference, therefore, considered it necessary that the States, which were backward in respect of educational facilities for girls, should pay special attention to the progress of Girls' Education and should also encourage the introduction of "Compact Courses" for the education of adult women.

12.062 The Conference approved the following recommendation of the Panel on Education with regard to Girls' Education :

12.0621 that the proposals included in the Ministry of Education Central Scheme entitled "Education of Girls and Training of Women Teachers," be approved as under :

- (a) provision for free accommodation for women teachers ;
- (b) appointment of School mothers in rural areas to give encouragement to co-education ;
- (c) award of stipends to women teachers for training at the undergraduate level, the stipends to be awarded being adequate to cover the essential expenses of the women under training ;
- (d) organisation of condensed or special courses of general education and teachers' training for adult women ;
- (e) organisation of refresher courses for trained women teachers intending to take up employment or those who are already in employment; and
- (f) award of stipends for girls studying in classes VIII to XI, provided the recipients undertake to adopt teaching profession for a period of five years at least.

12.0622 that a special committee be set up by the Planning Commission to go into the question of the nature of education for girls at the elementary, Secondary and adult stages, to examine whether the present system of education helped girls to lead a happier and more useful life.

12.07 *Item 7 : Shortage in Teaching Personnel*

12.071 Education Secretary, West Bengal, explained the difficulty in retaining the services of teachers in rural areas due to lack of facilities for housing and other amenities and suggested the payment of special salary scales/extra allowance to teachers employed in High schools in rural areas. The Education Ministers of Jammu and Kashmir, and Bihar suggested that this issue should be considered as a local problem and left to the State Governments concerned. This suggestion was accepted.

12.072 The Education Minister Madras, suggested that the Ministry of Education should examine the possibility of getting the Housing programme, especially for women teachers in rural areas, incorporated as a part of the Housing programmes of low paid employees. It was agreed that the Ministry of W. H. & S might be asked to examine this question. The Union Minister of State suggested that the proposal might be examined by the State Governments while considering the ways and means of implementing the resolution regarding the introduction of free and compulsory education up to the Elementary stage. The Conference accepted the suggestion.

12.08 *Item 8 : Construction of School Buildings.*

12.081 The Education Minister, Madras and the representative of West Bengal Government protested against the ban imposed on all further construction of new school buildings. They pleaded that, in order to enable the State Governments to go ahead with the implementation of the educational development programmes—which invariably involved construction of school buildings, hostels, etc. as an inescapable item under almost each Scheme—it was necessary that the ban be lifted. It was explained that there was no ban on construction of school buildings. What was required was prior approval of the Finance Minister before construction. The representatives of the State Governments stated that they were making all efforts to ensure that consumption of steel and cement was reduced to the barest minimum, and that as far as possible local indigenous materials were being used for construction work. They suggested that a blanket approval should be given for the construction of school buildings. The Union Minister of State assured the Conference that the general question would be taken up with the Union Finance Minister.

12.082 The Education Minister, Kerala, stated that as a result of creating a separate Engineering Section attached to the Department of Education, the construction of school buildings had proceeded more expeditiously than under the State P. W. D. The Conference suggested that this experiment might well be tried in other States.

12.09 *Item 9 : Nationalisation of Text-books*

12.091 The Union Minister of State explained that this item was included in the Agenda to exchange experiences and not with the object of laying down any general policy about the nationalisation of text-books. He pointed out that since the inclusion of this item in the Agenda had been announced, there had been representations from the publishers as well as the authors.

12.092 Some of the State Ministers explained the steps taken by their States in the matter and the advantages derived from the nationalisation of textbooks by which a better quality of books was made available to students at cheaper rates. In the Punjab, these experiments have been in force for the last few years and now it was intended to create an autonomous body to undertake the production of textbooks. The Government of Andhra Pradesh has recently taken a decision to nationalise textbooks, starting from the Primary standard from 1957-58 the books at Secondary stage being taken up later. In Kerala, this process started in 1956. Part of the printing work was formerly being done by the Government press and the part of it by private presses. Now the Government had taken the decision to take over the entire work of printing text-books. The Kerala State Education Minister stated that his Government was embarking upon a new method for the distribution of textbooks. It is intended to organise Cooperative societies in High schools and to send the required number of text-books to those schools for distribution among the Primary schools around them. He referred to the problem of uniform terminology for scientific terms as the terms translated in Sanskrit were found difficult by the students. In West Bengal, textbooks for classes III and IV of the Primary schools are prepared by a Board appointed by the Government. The textbooks under this system cost the students about $\frac{1}{3}$ rd of the cost under the old system. Besides, the quality and get-up of the books have considerably improved. In the U.P., this experiment has been tried since 1948 up to class V and is now being extended from class to class. In Rajasthan also textbooks have been nationalised up to class V.

12.093 The Education Minister, Bombay, stated that his State was not in favour of nationalisation of textbooks, though some books had been prepared under Government control. Except for distribution work, the Government has control over all the stages of the preparation and printing of text-books, and it is felt that this system has all the advantages of nationalisation without any of its disadvantages. Detailed instructions are issued about curriculum, about printing and even fixation of price and these are required to be carried out.

12.094 The general consensus of opinion was that the nationalisa-

tion of textbooks tried under proper conditions would be in the interest of both pupils and parents as better quality books could be made available at cheap rates. The Conference did not formulate any policy decision but recommended that this experiment deserved a trial keeping in view the local conditions prevailing in various States and the main purpose of providing better quality books at cheap rates.

12.10 Item 10 : Training of Teachers for Technical Institutions.

12.101 The Secretary of the Department of Scientific Research and Technical Education explained the Scheme formulated by the Central Government. To meet the acute shortage of trained personnel, and to ensure a constant and adequate supply, it was considered necessary to develop a programme for training technical personnel for teaching positions and attracting talented young men from Universities and other institutions to this training. Proposals were formulated to institute 100 Senior and 200 Junior fellowships for training of teachers for Technical institutions at selected centres.

12.102 The State Education Ministers were requested to let the Central Government know in advance their requirements of teachers and also to agree to meet the requirements from the Central pool. They should recruit the personnel from other sources only when the pool failed to meet their requirements.

12.103 The Conference appreciated the steps taken by the Government to meet the shortage of technical personnel. Some of the State Ministers, however, suggested that the persons nominated by the State Governments should be considered for the award of fellowships and for this purpose a quota be allotted to each State. They assured the Conference that the persons to be nominated would be selected through a proper selecting agency. The Conference was informed that the details of selection etc. had yet to be worked out and the suggestions made at the Conference would be given due consideration before finalising the scheme.

12.11 Item 11 : Whether in view of the shortage of Equipment, Accommodation and Trained Personnel, the Period of ten years fixed for introducing the Basic system should not be extended.

12.111 It was explained that the Central Government had not formulated any proposal to convert all Elementary schools into Basic within ten years. A resolution to that effect was, however, passed at the Avadi Session of the All-India Congress Committee. It was obvious that in view of the funds likely to be available for educational development, it would not be possible to fulfil this target within that period. In view

of this position, the Bihar Education Minister, who had suggested the item for discussion, did not press the matter.

12.12 Item 12 : Educational Facilities for Linguistic Minorities.

12.121 The Education Minister, Mysore, at whose instance the item was included in the Agenda, explained that the question of safeguarding the interests of linguistic minorities had assumed increasing importance with the reorganisation of the States. Very few teachers could impart instruction through the languages of the minorities. He suggested that, for the training of teachers required to meet this need, the Central Government should give adequate assistance. The Union Education Secretary pointed out that, if any State Government wanted to make arrangements for the training of teachers for the minority languages, Central assistance would be forthcoming for the purpose under the general scheme for teachers' training facilities, provided the scheme was included in the State Educational Development Programme. Initiative in the matter, therefore, rested with the State Governments concerned.

12.122 The Education Minister, Madras, raised the broader issue that a uniform policy with reference to linguistic minorities in the various States should be formulated by the Education Ministry and placed before the State Governments for consideration. Thereafter an agreed formula could be evolved which could be adopted as a uniform policy in all the States.

12.13 Item : Question of Raising Social, Educational and Economic Standard, of Primary School teachers.

12.14 Item 14 : Question of Making Primary and Secondary Education helpful for raising Moral Standard, Sense of Discipline, etc.

12.141 The Education Minister, Punjab, at whose instance these items had been included in the Agenda drew the attention of the Conference to the suggestions made by him in the memorandum circulated for improving the social and economic condition of teachers and the discipline in the schools by raising the standard. He said that he only wished to emphasise that despite financial difficulties, it should be the policy to improve the quality of teachers, their economic conditions and the general atmosphere in the schools, so that discipline might improve.

12.142 The Union Minister of State pointed out that this was a general question and that the various measures already taken by the Government of India and the State Governments to improve the quality of teachers—their salary scales, to improve the curriculum by providing multilateral courses in Secondary schools should help to improve the

standard of the teachers and the pupils, and the general academic climate in the school.

12.143 The Conference did not suggest any particular measures in addition to those already taken to develop a national outlook among the students but commended the State Governments to consider the suggestions made in the memorandum.

12.15 Item 15: Evaluation of the Achievements of the First Five—Year Plan.

12.151 The Education Secretary pointed out that at the instance of the Central Government some of the State Governments had already carried out an evaluation of the First Five—Year Plan. In a few cases, there had been detailed and comprehensive evaluation, but in most cases it was rather brief and cursory and more at the quantitative than at the qualitative level. The State Governments did not generally favour the idea of taking up another evaluation of the First Five—Year Plan at this stage.

12.152 There was a general feeling, however, that a careful evaluation of certain schemes aiming at the improvement of education at various levels was necessary. The Conference recommended that the State Governments should arrange for a qualitative assessment of certain selected educational schemes, like Multipurpose Schools, Basic Training Colleges, etc., so that any defects/shortcomings found out might be removed in the future. The Conference also suggested that the Planning and Statistical Units set up in the various States should take up this work, or alternatively if the State Governments considered it necessary they might appoint small Committees of experienced Inspecting Officers/Headmasters and one or two non-official educationists to examine the more important schemes and to see that they were implemented on the right lines.

12.16 Item 16: Difficulties in the Implementation of the Educational Development Programme.

12.161 The Education Secretary assured the State representatives that their genuine difficulties, calling for action on the part of the Central Government, were considered very carefully and sympathetically and action was being taken to remove them as far as possible. He pointed out by way of illustration that on the advice of the last Conference held in September, 1956, the procedure for releasing Central grants to State Governments had been simplified. Assistance was being given in two six monthly instalments—the first instalment being given in advance and the second on receipt of progress reports and expenditure statements. On the suggestion received from the West Bengal Government, it had

been decided to release grants on receipt of reasonably reliable figures of expenditure as reported by the Education Department, even if these had not yet been authenticated by the A. Gs. concerned. When the figures from A. Gs. were received, necessary adjustments were made.

12.17 Item 17 : Central Assistance to All-India Hindi Organisations for the Propagation of Hindi.

12.171 The Hindi Siksha Samiti at its meeting held in July, 1957 had passed the following resolution :

“In view of the fact that many State Governments are finding some difficulties in executing schemes for the propagation of Hindi and for doing other work connected with it, this meeting of the Hindi Siksha Samiti is of the opinion that at the beginning, the Government of India should evolve their own schemes and the apparatus to work them. The immediate step that the Samiti considers necessary is the giving of grants to all India Hindi Organisations for the purpose of propagating Hindi.”

12.172 The Conference considered this resolution but decided that the Central grants for the promotion of Hindi to Hindi Organisations should continue to be given through the State Governments and that this arrangement be reviewed after one year.

12.18 Item 18 : A Model Perspective Plan for the Development of Education.

The Conference received the note submitted by the Education Minister, Madras, and recommended that it be forwarded to the State Governments for their careful examination.

13. The meeting ended with a vote of thanks to the Chair.

**Address by Maulana Abul Kalam Azad, Minister for
Education and Scientific Research delivered at the
State Education Ministers' Conference held at
New Delhi, on 20th September, 1957**

Friends,

It is for a purpose which is dear to all of us that I have troubled you to come to Delhi at the present time in spite of your many preoccupations. It is to discuss a problem whose importance must be as evident to you as it is to me. We are engaged in the task of national reconstruction through conscious planning. National life depends for its quality on the quality of national education. We have in the last ten years drawn up schemes of necessary educational reform from the Elementary to the University stage. It has been our aim to fashion our education to meet the needs of free India in this changing age. Side by side we have sought to fulfil the targets that we have set for ourselves in the Second Five—Year Plan. Neither educational reconstruction nor the fulfilment of the Second Five—Year Plan would be possible without complete agreement of purpose and action between the Central and the State Governments. Over a year and a half of the Second Plan period is over and yet many of our plans for educational reform are still paper schemes. The targets in other fields of our Plan are also mere objectives that are still unfulfilled. Neither the reforms nor the targets can be achieved except through complete and continuous cooperation of the Central and the State Governments.

I will take up first the problem of reform and begin with the question of Elementary education. The old distinction between Primary and Middle schools has now been eliminated. In its place we have approved a Basic pattern of eight Year education for the entire country. We must formulate clearly what are the minimum requirements of this basic pattern. Till now people have thought of general education and professional or craft training as two separate things. The general idea has been that education develops our minds, but for earning our livelihood we have to adopt a handicraft or a profession. The basic pattern has sought to unify these two demands. Its object is to provide education for children which would both develop their minds and train them for a profession. It is a mistake to think that in basic education a child learns a craft in addition to receiving education. The real meaning of basic education is that the craft itself is the medium of their education for life.

Apart from other merits of the basic pattern it will help to restore dignity to manual labour and handicrafts. Till now the trend in rural

areas has been that if a farmer has two sons, he had marked one for farming and felt that the boy did not need any schooling. The second he sends to school but the intention is that he will give up farming and take up some job in town. Thus children have till now been sent to school not to receive education in order to become better farmers, blacksmiths or carpenters but with a view to abandon their ancestral professions and seek urban jobs. We want to change this state of affairs completely. In future all rural children should go to school and receive education not to give up their ancestral professions but to become better farmers better blacksmiths and better carpenters. Education must not divert people away from their heritage but enrich it. Everybody has a right to education but the education should be so designed that the present unhealthy craving for government service should cease.

The situation is somewhat different in urban areas but the aim of education is the same. Here also the basic pattern of education is intended to train a child to become a useful member of society and not add to the number of those who are unemployed and in some cases unemployable. There should be no bias for only white collar jobs and those educated in the basic pattern should be able to take up any profession for which they are fitted by aptitude and taste. The aim of the pattern is to create the sense of social purpose and the recognition of the dignity of labour.

Mahatma Gandhi thought deeply over the nature of national education and formulated the Basic pattern. Since then, we have also considered the matter carefully. We have the largest population in the world next to China. With our vast number, there can be no solution of the problem of education except on the basic pattern. Otherwise, spread of education will only mean increasing the number of those who are diverted from their ancestral occupations and become unemployed. If we are to make education universal and at the same time increase the prosperity of the people, the basic pattern supplies the only answer.

Regarding Secondary education, the first thing to remember is that it is the most important stage of national education. It is in fact the backbone of the entire educational system. The regret is that while its importance is not denied, it has been the most neglected phase of education till now. Our traditional Secondary education was purposeless and only meant as preparation for Higher education. We now propose to rectify the situation by recognising that Secondary education is not a mere means but itself an end. The majority of the population of any country do not go to the University. High school must remain for the majority the final stage of education and thereafter they will take to different services, professions, industries and trades. This makes it neces-

sary that Secondary education must fit people for the various types of activity which society demands. •

I have spoken about Secondary education many times and in great-detail. I do not wish to repeat what I have said before but will only remind you that we have appointed Commissions and Committees to examine this question from various points of view. On the basis of their study and recommendations we have now formed a new plan for Secondary education. The University Education Commission had recommended a Secondary course extending for twelve years. The Secondary Education Commission recommended a duration of at least eleven years with the last four years as one integrated course. The Central Advisory Board considered both these recommendations and advised that the eleven year course may be so organised that there should be at least three years of schooling after the completion of universal compulsory education at fourteen. The main reason for this is that since the majority of children will not go beyond the Secondary stage, it must mark an end stage of education and bring them to a physical and mental condition where they are able to undertake the responsibilities of life. Since again there are different groups and classes of people who have different needs and requirements, it has been decided to diversify Secondary education and organise a number of Multipurpose schools.

At present there are about 10,600 High and Higher Secondary schools in India and the number is expected to rise to about 12,000 by the end of the Second Plan. It is our aim that at least 2,500 out of them should be Multipurpose Higher Secondary schools and we want that about 1,200 should be so converted by the end of the Second Five—Year Plan.

Increase in the duration of the Secondary course by one year will help to raise the general standard of education in the country. With the same end in view, we have, in consultation with State Governments, set up the All-India Council of Secondary Education. Its field staff is intended to collect information and offer advice on various problems of Secondary education that rise from time to time.

Another important question in this connection is the improvement in the standard of University education. In most Universities in India we have at present a two-year degree course. It has generally been recognised that this does not provide a sufficiently high standard and the two-year degree course should be replaced by a three-year degree course. It is proposed to do this by doing away with the present Intermediate stage. Of the two years in the Intermediate classes, one is to be transferred to Secondary education as I have already mentioned. The other year is to be added to the B.A. classes to provide for a three-year degree course. One of the advantages will be that this will raise the school

leaving age by at least one year. The additional year will mean greater physical and mental maturity for those who wish to pursue higher education. In addition the three-year degree course will promote more intensive studies and help to raise the standard in our Universities.

The University Education Commission made many other recommendations about University reform but I will not go into the details. They have been discussed many times and now we have appointed a statutory University Grants Commission to give effect to these recommendations. The statutory Commission has just completed one year and will soon present its first report.

I have indicated in broad terms the reforms necessary at various stages of education. Let us now consider our programme for the Second Five-Year Plan. The summary statement below indicates the progress achieved in different fields of education during the First Plan and the targets proposed for the Second Plan.*

Unit	1950-51	1955-56	1960-61
I. Facilities of schooling for Children in different age groups—			
(a) 6—11 . . . Pupils	1,86,80,000	2,48,12,000	3,25,40,000
Percentage of the age-group	42.0	51.0	62.7
(b) 11—14 . . . Pupils	33,70,000	50,95,000	63,87,000
Percentage of the age-group	13.9	19.2	22.5
(c) 14—17 . . . Pupils	14,50,000	23,03,000	30,70,000
Percentage of the age-group	6.4	9.4	11.7
II. Institutions—			
(a) Primary/Junior Basic Schools	2,09,671	2,74,038	3,26,800
(b) Junior Basic Schools	1,400	8,360	33,800
(c) Middle, Senior Basic Schools	13,596	19,270	22,725
(d) Senior Basic Schools	351	1,645	4,571
(e) High/Higher Secondary Schools	7,288	10,600	12,125
(f) Multipurpose Schools	...	250	1,187
(g) High Schools to be upgraded to Higher Secondary Schools	...	47	1,197
(h) Universities	26	31	38
III. Engineering—			
(a) Institutions—			
(i) Degree level	41	45	54
(ii) Diploma level	64	83	104

* Source : Chapter XXIII—Education—Planning Commission Publication "Second Five-Year Plan, 1956,"

Unit	1950-51	1955-56	1960-61
(b) Output—			
(i) Degree holders	1,700	3,000	5,480
(ii) Diploma holders	2,146	3,560	8,000
IV. Technology—			
(a) Institutions—			
(i) Degree level	25	25	28
(ii) Diploma level	36	36	37
(b) Output—			
(i) Degree holders	498	700	800
(ii) Diploma holders	332	430	450

We all know that education is a State subject. Except for the co-ordination and maintenance of standards of University education and the development of technical and scientific education, all other fields of education are purely State responsibilities. The Central Government can offer advice and assistance but execution is the sole responsibility of the States. It is in order to ensure complete cooperation between the Centre and the States that the Central Advisory Board of Education was set up many years ago. It functioned even before independence since then its importance has been increasingly realised. That is why we have extended its function and scope and recognise it as the most important and responsible educational organisation in the country. It is so constituted that it has representatives of the Central and the State Governments, the Parliament and also includes some of the most eminent educationists of the country.

I would like to draw your attention pointedly to the fact that the Central Government is only one unit in this organisation. The State Governments have a clear majority in this body and nothing can be accepted by the Central Advisory Board of Education against the wishes of the State Governments. It meets every year and all important educational matters are placed before it. It has also standing committees and subcommittees which examine questions in greater detail. When it takes a decision, we can regard it as the result of the united experience and wisdom of the educationists of the country. You will realise that its decisions are not decisions of the Government of India but decisions to which State Governments, Members of Parliament and independent educationists have contributed in an equal measure. Since the Board's decisions are your decisions, it is clear that the responsibility for implementing them must lie with you. In fact, there can be no defence for not carrying out a decision which has been taken as a result of consensus of opinion between the Centre and the States.

• The Central Advisory Board of Education is a platform where the Centre and the State Governments meet and freely discuss common problems. I welcome suggestions from you for further improving it and making greater cooperation between the Central and the State Governments possible. If you think that the Central Advisory Board of Education does not offer enough opportunity or scope and you need another agency, I shall be glad to consider any suggestions you may make in this behalf. Some friends have said that the Central Advisory Board is too big and we should set up a smaller joint body of the Centre and the States which could meet once every two or three months. They think it would make it easier to study common problems and take decisions more quickly. If this is your view, I am willing to have this further examined and set up a body according to your suggestions.

Our common objective is the fulfilment of the Second Five-Year Plan on which the future of the country depends. This demands still greater cooperation between the Centre and the State Governments and if a smaller body can achieve this object better, I for one would welcome it warmly. Whatever we do we must resolve that once we have arrived at certain decisions, our entire energy must be directed to the fulfilment of our targets. We are living in a truly revolutionary age. We have on the one hand to wipe out the deficiencies of the past 200 years. On the other, we have to remove the lethargy of the people and bring to the town and the countryside a new vision and a new energy. We cannot accomplish this task and attain our goal unless we work in a truly revolutionary spirit. Let us set our heart to our tasks and bend all our energies to carry out the necessary reforms and achieve the targets in the Plan and bring to reality the dreams we have cherished in our hearts.

STATE EDUCATION MINISTERS' CONFERENCE

Date:—20th & 21st September, 1957. Place:—Vigyan Bhavan,
Time 10-30 A. M. New Delhi.

AGENDA

1. To report the action taken on the recommendations made at the first Conference of State Education Ministers, held in September, 1956.
2. To consider the recommendations of the Panel on Education of the Planning Commission which met on the 15th and 16th July, 1957, at Poona. (Planning Commission)
3. To receive the report of the Three-Year Degree Course Estimates Committee appointed by the Conference last year.
4. To consider the recommendations of the Special Committee appointed in pursuance of the decisions taken at the last Conference on the question of the employment of graduates from Institutes of Rural Higher Education.
5. To consider the relationship between Post-Basic education and the reorganised pattern of Secondary education.
6. To consider what special measures should be taken to expand facilities for girls' education in the various States, particularly at the Elementary level.
7. To consider the question of certain shortages in the teaching personnel, and in this connection to consider a suggestion from the West Bengal Government regarding payment of special salary scales/extra allowance for teachers employed in High Schools in the rural areas, particularly in backward areas.
8. To consider the question of setting up suitable machinery for the construction of school buildings.
9. To consider the question of nationalisation of textbooks.
10. To receive a note on the question of training of teachers for Technical institutions.
11. To consider whether in view of the shortage of equipment,

- accommodation and trained personnel, the period of 10 years fixed for introducing the Basic system in India should not be extended.

(Government of Bihar)

- 12. To consider the question of educational facilities for linguistic minorities.

(Government of Mysore)

- 13. To consider the question of raising social, educational and economic standard of Primary school teachers.

(Education Minister, Punjab)

- 14. To consider the question of making Primary and Secondary education helpful for raising the moral standard and sense of discipline among students and to make General education more effective for building up a national outlook and national character.

(Education Minister, Punjab)..

- 15. To consider a note on the steps to be taken to evaluate the achievements of the First Five—Year Plan.

- 16. To consider a note on the difficulties experienced in the implementation of the Educational Development Programme under the Five-Year Plan.

Additional Items For Agenda

- 17. To consider the question of Central assistance to All-India Hindi Organisations for propagation of Hindi.

- 18. To consider a Memorandum outlining a “Preliminary Draft of a Model Perspective Plan for the Development of Education”.

(Government of Madras)

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 1 of the Agenda. Date: September 20 and 21, 1957, (10-30 A.M.)

Place :—Vigyan Bhavan,

New Delhi.

MEMORANDUM

Action Taken On The Recommendations Of The State Education Ministers' Conference Held In September, 1956.

Recommendations

Measures for speedy and smooth implementation of the Education schemes under the Second Plan.

(ii) In implementing the developmental schemes, the State Governments should keep in view the general pattern of education agreed upon by the Central Advisory Board of Education, Inter-University Board, Education Ministers' Conference and Conference of Vice-Chancellors and Chairmen of Boards of Secondary Education. The State Governments will, however, continue to receive assistance for the approved schemes initiated in the First Five-Year Plan, if included in their Developmental Programmes under the Second Five-Year Plan.

(iii) As soon as the question of Central assistance on the State Schemes approved by the Working Groups and the Planning Commission is settled in consultation with the Ministry of Finance, the Ministry of Education would proceed to sanction grants on a half-yearly basis (as against the

Action taken/present position

Central Assistance was given to State Governments for schemes initiated in the First Plan and included in the programme for 1956-57.

Central assistance for 1956-57 was paid to State Governments during the year in two instalments. The first instalment of Central grant equivalent to about 50 percent of the amount admissible during the year 1957-58, has been released to all State

- quarterly grants made during the First Plan) after obtaining the necessary elucidations from the States if any. The second half-yearly instalment would be paid on receipt of the Progress report and statement of expenditure incurred out of the first instalment.

(iii) For the purpose of ensuring regular flow of information from the States to the Centre and submission of reports evaluating the progress made in the schemes initiated by States, the Conference favoured the setting up or strengthening of the Planning and Statistical Units in the States.

Basic Education

The Conference reaffirmed that Central and State governments have accepted Basic education as the pattern of Elementary education in conformity generally with the enunciation of the Concept of Basic education as clarified recently by the Basic Education Standing Committee and endorsed by the Central Advisory Board of Education and expressed the view that this declaration should form the basis for the development of Basic education in the country.

The Conference considered the recommendations of the Basic

Governments during August/
1st week of September, 1957.

The State Governments of Assam, Bihar, Jammu & Kashmir, Kerala, Madhya Pradesh, Mysore, Orissa, Punjab, Rajasthan and Administrations of Delhi, Manipur, which included specific schemes relating to "Setting up Strengthening of Planning & Statistical Units in State Education Departments/Directorates" in their Educational Development Programmes for 1956-57 have been given grants by the Centre on the basis of 50 percent of the total expenditure involved.

The Resolutions were communicated to the State Governments and they were requested to report action taken thereon. All the State Governments, except those of Madhya Pradesh and Jammu & Kashmir, from whom the final replies are yet awaited, have concurred with the concept of Basic education referred to in the resolution.

Education Assessment Committee and suggested that in order to carry out educational reconstruction on the lines of Basic education, State Governments should adopt the following measures:—

(i) Establishment of Basic Education Boards consisting of official and non-official members, with adequate powers to advise Education Departments and secure public cooperation. This should be done so far as possible before the close of the next academic year i.e. March, 1958.

(ii) Introduction of some of the important features of Basic education in all existing and newly opened Elementary schools as early as possible so as to give greater practical bias and social significance to their work and facilitate their eventual transformation into Basic. This work should be completed within the Second Five-Year Plan period.

(iii) Developing, as quickly as may be practicable and wherever possible, an integrated course of eight years of Basic education, the Junior Basic schools of five years being regarded as feeder schools to centrally located Senior Basic schools for the education of children who can stay on for eight years. During the transitional period, however, there should be a self-contained course for the first five years followed by another of three years, keeping in view the

The States of Assam, Bihar, Kerala, Orissa and the Union Territory of Delhi have established the Boards. The State of Madhya Pradesh is still considering the question. Reports have not yet been received from the remaining States.

The States of Bihar, Kerala, Madhya Pradesh, Orissa, Uttar Pradesh and the Union Territories of Delhi, Tripura and Laccadive Islands have accepted the recommendation and are taking steps to implement the same. The Government of Assam is still considering the recommendation and replies have not yet been received from the rest of the States.

The States of Bihar, Kerala, Orissa and U.P. and the Union Territories of Delhi and Tripura are taking steps to implement the recommendation. The States of Assam and Madhya Pradesh are considering the matter and replies have not been received from the rest of the States.

ultimate objective of developing an integrated course of eight years, catering for the entire school-going population of age 6—14. While the five-year course in the Junior Basic schools will be a self-contained course for a large proportion of children for the present, it will also be part of an integrated course of eight years for others, who can receive education up to the age of 14.

(iv) Making of due provision for the further education of children passing out of Senior Basic schools either in Post-Basic schools or by being admitted without hindrance to Secondary schools. For this purpose, the academic standards of the Senior Basic schools, the Middle schools and the Lower Secondary schools should approximately be the same and that wherever English is taught in the Middle school stage, it should be taught in the Senior Basic schools also.

(v) The conversion of Teachers Training Institutions at the undergraduate level into Basic should be completed before the end of the Second Five-Year Plan.

The States of Orissa and U.P., and the Union Territories of Delhi and Tripura have arranged for the implementation of the recommendation. The problem is reported not to have arisen in the States of Kerala and Madhya Pradesh. The recommendation is under consideration of the Government of Assam and no reply has been received from the rest of the States.

The States of Bihar, Kerala, Madhya Pradesh and the Union Territory of Delhi are implementing the recommendation. The Government of Orissa has taken steps to implement the recommendation, but no time-limit has been fixed for the conversion of all such institutions into Basic. The State of U.P. reports that the question of the conversion does not arise in their case, as all their Training institutions are already on the Basic pattern. The Govern-

(vi) The standard of education given in the Post-Basic schools should be as high as or even higher than that in ordinary Secondary schools. When this is ensured, negotiations for their recognition should be carried on with the Universities.

ment of Assam is considering the matter and no reply has been received from the rest of the States.

The State of Bihar reports that students of post-Basic schools are allowed to take Secondary school examination at the end of Class XI and those who do not propose to go for the S.S. Examination continue for one year more and complete their education in class XII of Post-Basic schools. The Government of U.P. are reported not to have experienced any difficulty, as it has already integrated the Senior Basic, the Higher Secondary school and the University courses. The matter is under consideration with the Governments of Assam and Orissa. The stage to approach the Universities in the matter has not so far been reached in the States of Kerala, Madhya Pradesh and the Union Territory of Delhi. No reply has been received from the remaining States.

Reconstruction of Secondary Education

(i) In view of the fact that adequate provision was not made by the State Governments for the conversion of High schools to Higher Secondary schools and for the establishment of Multipurpose Higher Secondary schools, it was suggested that the States might consider the question of making

Central assistance (66 percent of Non-Recurring and 25 percent Recurring) has been paid to all State Governments who have included the Scheme in their Educational Development Programme for 1956-57. For the year 1957-58 first instalment of Central grant

adjustments in the Plan to bring about this reorganisation. It was assured that the central assistance would be forthcoming for the purpose if the schemes were included in the Second Plan.

(ii) The Conference decided to appoint a Committee to examine how the best use can be made of the limited funds available for the introduction of the three-year degree course for the universities and academic colleges so as to bring about a smooth transition from the existing to the new patterns.

Promotion of Hindi

(a) The State Government should take greater interest in the promotion of Hindi and formulate schemes on the lines suggested by the Hindi Shiksha Samiti.

(b) The scheme of establishing Training Institutions for teachers of Hindi in non-Hindi speaking areas was considered as one of high priority and it was suggested that there should be at least one such institution in each non-Hindi speaking State.

has also been released, on the basis of 60 per cent of total expenditure involved.

The recommendations of the Committee have been included as a separate item in the Agenda (Item 3).

(a) The recommendation has been brought to the notice of State Governments.

(b) The recommendation has been brought to the notice of the State Governments. The information received shows that while the Governments of Andhra Pradesh, Assam and Kerala are willing to set up separate Training colleges for the training of Hindi teachers to supplement the arrangements already made by them in this behalf, the Governments Administrations of other non-Hindi speaking States, viz. Bombay, Jammu & Kashmir, Madras, Mysore, Orissa, Punjab, West Bengal, Manipur, Tripura have expressed that the object in

view could be achieved by a suitable expansion of the arrangements already made by them. It is now proposed to help the non-Hindi speaking States in expanding their existing institutions or starting new ones for the training of Hindi teachers.

Teaching of English in Secondary Schools

Having regard to the necessity of learning a modern European language for further studies in Science and Technology, it was decided that (i) English should be taught as a compulsory language both at the Secondary and the University stages, and that the State Governments should take such steps as may be considered appropriate to ensure that, at the end of the Secondary stage, students acquire adequate knowledge of English so as to be able to receive education through this language at the university level.

(iii) English should not be introduced earlier than Class IV, The precise point at which English should be started at the Middle stage was left to each individual State to decide.

(iii) The following formula was approved in regard to the study of languages at Secondary schools:—

(a) (i) Mother tongue, (ii) or Regional language, (iii) or composite course of mother tongue and a regional language, (iv) or a composite

The University Grants Commission have appointed a Committee under the Chairmanship of Pt. H.N. Kunzru to examine the problem of medium of instruction at the University stage and to recommend ways and means of securing adequate proficiency in English at the University stage. The Report of the Committee is likely to be available some time in October, 1957.

The recommendation has been brought to the notice of State Governments.

The Three-language Formula with English as a compulsory subject recommended by the Conference was referred to the Central Advisory Board of Education, the body from which the original suggestion for adoption of one of the alternative Three-language Formula ema-

course of mother tongue and classical language.

- (b) English.
- (c) Hindi (for non-Hindi speaking areas) or another modern Indian Language (for Hindi speaking areas).

nated. At its meeting held in January, 1957, the Board recommended for adoption the original Formula No. 2. The Central Advisory Board of Education was of the view that the modification suggested by the Conference to have English in place of "English or a Modern European Language" was not necessary.

Three-year Diploma Course in Rural Services

It was decided that a small committee of experts be appointed to examine the curricula and syllabuses of the Diploma Course in Rural Services which is proposed to be instituted in the newly developed Rural Institutes, so as to consider the question of its recognition for purpose of Higher studies and for employment.

Promotion of Physical Education

The State Governments should give greater attention to the promotion of Physical education, games and sports and other extra curricular activities.

The recommendations of the Expert Committee appointed in pursuance of this recommendation will be considered under Item 4 of the Agenda.

Recommendation has been brought to the notice of the State Governments. The Central Government has taken the following action :

(1) A National College of Physical Education has started functioning at Gwalior with effect from 17.8.57 with the object of imparting training, leading to a degree in Physical Education and for research.

(2) The State Governments have been requested to send their proposals under the Central Scheme "Promotion

of Physical Education and Recreation" which provides for grants to Physical Education Institutions, research work, Seminars, award of scholarships, assistance to Vyayamshalas, and Akharas, etc.

Enactment of State Laws Similar To Ancient Monument Preservation Act 1904

The State Governments should expedite examination of the question of introducing legislation in States similar to the Ancient Monuments Preservation Act, 1904 for the protection of these monuments which fall within the purview of the State Governments.

The Government of Uttar Pradesh have since passed their own legislation. The Governments of Bombay and Orissa have prepared draft Bills for the proposed legislation. The Governments of Kerala and Mysore have their own legislations on the subject. The Governments of West Bengal, Punjab, Madhya Pradesh and Rajasthan have reported that the matter is under consideration.

Establishment of a National Trust for the Preservation of Buildings, Sites, etc. of Educational Importance

In the interest of the cultural development of the country, a National Trust may be formed to look after monuments of national importance not covered by the Acts. The Conference also suggested that the Chairman might set up a Committee to go into the question and to make suitable recommendations.

The question of appointing a Committee to go into the question of establishing a National Trust on the lines of the National Trust in the U.K. for looking after buildings, lands, gardens, etc. not falling within the category of "ancient" and "protected" monuments, was very carefully considered by the Education Minister, after the meeting of the Education Ministers' Conference.

The Education Minister came to the conclusion that we should wait for some time before appointing such a Committee.

Administrative Control of Social Education

Both in the Community Project areas and outside, general supervision and control of Social education work should be in the hands of the Education Departments of the States, and the Central Ministry of Education should take up this matter with the Community Projects Administration.

The Ministry of Community Development was requested to advise the State Development Departments to follow the pattern of administration of Social Education under State Education Departments. The sixth Development Commissioners' Conference held in April, 1957, discussed the question of administrative integration in the sphere of education and recommended that the Social education organisers might be considered for promotion not only in Development and Social Welfare Department but also in the Education Departments, and that they should be borne on a common cadre with the Sub-Deputy Inspector of Schools. It was further recommended that such Social Education Officers as did not possess necessary qualifications should be provided with opportunities to acquire them.

State Education Departments were also requested to work out in consultation with the State Development Departments arrangements whereby the Education Departments would administer the Social

education work in C.P./N.E.S. Blocks as they are doing outside the blocks. The State Governments of Bihar, Kerala, Mysore, Andhra Pradesh and Uttar Pradesh have intimated acceptance of the recommendation, while replies from other States are still awaited. In Delhi Administration, administrative control of Social education is already with the State Education Department.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 2 of the Agenda
Time 10-30 A. M.

Date:—September 20 & 21, 1957.
Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Recommendations of the Planning Commission Panel on Education,

The Panel on Education of the Planning Commission held their Second meeting on the 15th and 16th July, 1957. They made recommendations on the following subjects:—

- (a) Elementary Education
- (b) Education of Girls and Women
- (c) Secondary Education
- (d) University Education
- (e) The Problem of National and Emotional Integration in Relation to Education in India.

2. The recommendations pertaining to Education of Girls and Women may be considered when dealing item 6 of the Agenda, and those on University Education with item 3 of the Agenda.

Recommendations Made by the Panel on Education of the Planning Commission, Government of India At Their Second Meeting Held At Poona on the 15th & 16th July, 1957.

LIST OF THE MEMBERS OF THE PANEL ON EDUCATION

1. Dr. J.C. Ghosh,
Member (Education)
Planning Commission—
Chairman
2. Principal A. N. Basu,
Central Institute of Education
33, Probyn Road, Delhi
3. Shri G.K. Chandiramani,
Special Officer, Ministry of
Education and Scientific Re-
search, New Delhi.
4. Prof. G. Choksi,
Educational Adviser, Sir
Dorabji Tata Trust, Bombay
House, Fort, Bombay.
5. Shri C.D. Deshmukh,
Chairman, University Grants
Commission, Old Mill Road,
New Delhi.
6. Shrimati Durgabai Deshmukh,
Chairman, Central Social Wel-
fare Board, 10, Kitchner Road
New Delhi.
7. Shri R.A. Gopaldaswami,
Secretary to the Government
of Madras, Madras.
8. Prof. M. Mujeeb,
Vice-Chancellor, Jamia Milia,
P.O. Jamianagar, Delhi.
9. Prof. Humayun Kabir,
Minister for Civil Aviation,
Ministry of Communication,
New Delhi.
10. Shri A.N. Khosla,
Vice-Chancellor, Roorkee En-
gineering University, Roorkee.
11. Shrimati Laxmi Menon,
Deputy Minister, Ministry of
External Affairs, New Delhi.
12. Dr. A.L. Mudaliar,
Vice-Chancellor, Madras Uni-
versity, Madras.
13. Prof. H. N. Mukerjee,
Member, Parliament, 130-B,
North Avenue, New Delhi.
14. Dr. J.N. Mukerjee,
Member, U.P.S.C. New Delhi.

15. Shri Shriman Narayan,
General Secretary, All India
Congress Committee,
2, Ferozshah Road, New Delhi
16. Shri J.P. Naik,
Shri Mouni Vidyapith,
Gargoti, Distt. Kolhapur.
17. Dr. E.A. Pires,
Vice-Principal, Central Ins-
titute of Education, 33, Pro-
byn Road, Delhi.
18. Shri G. Ramchandran,
Director, Ghandhigram,
Distt. Madurai, Madras.
19. Dr. V.K.R.V. Rao,
Vice-Chancellor, Delhi Uni-
versity, Delhi.
20. Shri K.G. Saiyidain,
Secretary, Ministry of Edu-
cation & Scientific Research,
New Delhi.
21. Shri D. K. Sanyal,
Director, All-India Institute
of Social Welfare & Busi-
ness Management, College
Square, Calcutta.
22. Prof. N. K. Sidhanta,
Vice-Chancellor, Calcutta
University, Calcutta.
23. Shri Sri Ram.
22, Curzon Road. New Delhi.
24. Prof. M. S. Thacker,
Secretary, Ministry of Edu-
cation & Scientific Research,
New Delhi.
25. Shri M. Sengupta,
Principal & Provost, Engi-
neering College, Banaras
Hindu University, Banaras.
26. Shri K.L. Joshi,
Director (Education),
Planning Commission
Secretary
27. Shri R.V. Parulekar, (Co-optd.
Member) C/o Balmohan
Vidya Mandir, Shivajee Park,
Bombay-28.

PLANNING COMMISSION

Education Division

I. ELEMENTARY EDUCATION

Sub-Committee On Elementary Education
(15-16 July, 1957)

MEMBERS PRESENT

1. Shri G. Ramchandran.....*Chairman*
2. Shri K.G. Saiyidain
3. Shri R.A. Gopaldaswami
4. Shri S.S. Bhandarkar
5. Shri J.N. Ugra
6. Shri M. Mujeeb
7. Shri A.N. Basu
8. Shri R.V. Parulekar
9. Shri J.P. Naik
10. Shri D.P. Nayar.....*Secretary.*

Recommendations

1. The target laid down in Article 45 of the Constitution viz. the provision of universal, free and compulsory education up to 14 years of age before 26th January, 1960 already seems to be unattainable. But what is even worse, it has not been possible as yet to draw up a practicable programme which would achieve it within the foreseeable future. This is a very unsatisfactory state of affairs and we, therefore, recommend that :

- (i) the provision of universal, free and compulsory education up to 14 years should be regarded as the ultimate objective and an attempt should be made to realise it in a period of 15 to 20 years at the latest: and
- (ii) the immediate objective before the country should be the introduction of universal, free and compulsory education for all children up to age of 11. This target must be reached by 1965-66 at the latest.

2. It is felt that it will not be possible to attain even this limited objective if the cost per pupil is not reduced to a level consistent with the taxable capacity of the people. The only way to do so, without depri-

ving the teachers of a decent wage, is to adopt a larger pupil-teacher ratio as a transitional measure until the financial condition of the country improves. We, therefore, recommend that :

- (i) all State Governments should be requested to raise the average pupil-teacher ratio to a minimum of 40 without delay and that, if necessary, it should be raised still higher up to a maximum of 50; and that,
- (ii) all plans of expansion of Primary education should be revised on the basis of the above pupil-teacher ratio without any delay.

How to raise the pupil-teacher ratio to 40 or 50 is a matter of detail in which State Governments and Local Bodies should have freedom. It may be done (a) by adoption of larger classes, (b) by introduction of the shift system in a few or all classes, (c) by adopting the system of monitors, or (d) by any other suitable method.

3. We are emphatically of the opinion that it would not be possible to achieve that target or universal education or to raise the pupil-teacher ratio adequately unless and until statutory compulsion is introduced as a first step in the campaign to bring all children into schools. We do recognise that mere introduction of compulsion is not enough; but this should not obscure the importance of the fact that it is essential. We, therefore, recommend that a phased programme of introduction of compulsion should be drawn up and linked with the phased programme of introduction of the National Extension Service Scheme in Development Blocks. In our view, this programme should ensure that statutory compulsion is introduced in every Development Block within a period not exceeding three years from the date of introduction of the National Extension Service Scheme.

4. In view of the above suggestions, we recommend that the State plans of expansion of Primary education during the Second Five-Year Plan be reviewed without delay. In finalising State Plans, care should be taken to see that no State is below the level of 50 per cent enrolment by 1960-61.

5. The adequacy of the existing legislation to give effect to the foregoing recommendations should be reviewed, and where necessary, fresh legislation should be undertaken to ensure adequate statutory funds for financing the expansion of Primary education.

6. We welcome the move to orientate all Primary schools towards the basic pattern without any considerable additional expenditure. We

feel that the most practicable steps in this direction would be generally on the lines recommended in the pamphlet "Orientating Primary Schools Towards the Basic Pattern" issued by the Ministry of Education. We recommend that such orientation should be completed for all Primary schools by 1960-61.

7. We also recommend that the programme of converting the Primary schools to the basic pattern should go on concurrently with the programmes of expansion and orientation outlined above. We suggest that each State should set up a special committee to draw up a phased programme of such conversion, the ultimate target being that the date for the fulfilment of Article 45 of the Constitution should also be the date for the complete conversion to the basic pattern.

8. We recommend that all Primary Teacher-training institutions be converted to the basic pattern by 1960-61.

9. We feel that the conversion process may well proceed through three stages, viz.

- (i) the setting up of at least one model Basic school in every block as soon as the N.E.S. scheme is introduced;
- (ii) the conversion of all centrally situated full-fledged Primary schools to the basic pattern; and
- (iii) the conversion of all other schools to the basic pattern.

10. It is also essential to start planning for the Third Plan right from now. From this point of view, it is recommended that in addition to the expansion of facilities of normal education for children of 11—14 age group, experiments should be undertaken to provide facilities for continuation education also for children of this age-group. We recommend that the Ministry of Education should set up a Committee to examine this issue.

II. EDUCATION OF GIRLS AND WOMEN

Report of the Sub-Committee Appointed by the Education Panel to Consider the Problems Relating to the Education of Girls and Women.

The Sub-committee met on 16-7-1957 at 8-30 A.M. The following members were present.

1. Smt. Durgabai Deshmukh *Chairman*.
2. Shri K.G. Saiyidain
3. Lala Sri Ram

4. Principal A.N. Basu
5. Prof. M. Mujeeb
6. Kumari S. Panandikar
7. Kumari Karnataki
8. Shri Somnath *Secretary*

1. The Sub-committee took up for discussion the paper on Girls and Women Education prepared and circulated by Smt. Durgabai Deshmukh. After some discussions for the scheme of the Ministry of Education "Education of Girls and Training of Women Teachers" with a provision of Rs. 2.5 crores, the Committee considered the proposals included in the scheme. The Committee agreed with the following proposals:—

- (a) provision of free accommodation for women teachers;
- (b) appointment of school mothers in rural areas;
- (c) award of stipends to women teachers for teacher training at under-graduate level.

The Sub-committee recommended to the Planning Commission through the Panel on Education, that stipends awarded under (c) should be adequate to cover the essential expenses of the women under training;

- (d) organisation of condensed or special courses of general education and teacher training for adult women;
- (e) organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment; and
- (f) award of stipends for classes VIII to XI provided the recipients undertake to take up teaching for the period of five years at least.

2. The Sub-committee next took up for discussion the problems connected with the education of adult women, particularly with reference to the need of providing an adequate number of teachers and other trained workers. The age-group of 18-35 is very important from the point of view of meeting the trained personnel requirements such as Teachers, Gram Sevikas, Midwives and Health visitors etc. under the Plan. The Sub-committee felt that greater attention needs to be paid to enable Women of this age group to offer themselves for training in various fields. It has been estimated that the requirements of such personnel would be about 2 lakhs during the Second Plan period. In this connection the following specific recommendations are made by the Sub-committee,

(a) Facilities should be provided to enable women to have the basic minimum qualification of the VIII standard or the Vernacular final, to make them eligible for further training as teachers, Gram Sevikas, Mid-wives, etc., etc.

(b) The Sub-committee was informed that many voluntary organisations for women, with which Central Social Welfare Board has been in close touch, had been already conducting such courses for adult women up to the Vernacular final or the VIII standard but they had usually very meagre resources for the purpose. To enable these institutions to expand the existing facilities, suitable financial assistance should be provided to cover the stipends for the students and the cost of teaching.

(c) The Chairman stated that a sum of about Rs. 25 lakhs may be required to implement this programme during the Plan period. The Committee recommends to the Planning Commission that they should take up with the appropriate Ministries (Ministry of Community Development and/or Ministry of Education) the question of providing the requisite amount. It was felt that for the Community Development Block and N.E.S. areas the expenditure to be incurred on this programme may be provided by the Ministry of Community Development out of the provision of Rs. 12 crores for Social education and for the rest of the areas, the funds may be found out from the plan of the Ministry of Education. In any case, this programme should be given a high priority in schemes of Social education.

(d) To expedite the early implementation of this programme it was considered necessary to have a simpler and less complicated procedure of giving assistance to these voluntary institutions. The Committee recommends that both the Central Government and the State Governments should endeavour to make use of the Central Social Welfare Board and the State Welfare Boards, where the officials at the Central and the State levels respectively are represented, to scrutinise the plans of the voluntary organisations for this purpose and to make recommendations for grant.

3. The Committee then took up for discussion the subjects relating to the education of women in the age-group 11-17. The Committee felt that since many girls, after passing the Primary or Middle stages of education were unable to prosecute their studies further, other opportunities for giving them suitable training in various trades and vocations should be provided to enable them to have some gainful employment. For this purpose, the Sub-committee recommends to the Planning Commission that the possibility of providing Vocational and trade schools may be explored especially adapted for girls of these age-groups.

4. The Sub-committee next took up for the discussion the question relating to the nature of education for girls at the Elementary, Secondary and adult stages and whether the present system of education was helping them to lead a happier and more useful life. The Sub-committee felt that some issues in this connection require careful study and investigation. It was, therefore, strongly recommended that a suitable committee should be appointed by the Planning Commission to go into various aspects of these questions and submit a report. The Committee felt that, at this stage, the question relating to college and university education of women be left out of the purview of the proposed committee and it should concentrate on Elementary and Secondary stages of education and more particularly on the education of adult women. So far as the question of establishing proper trade and Vocational schools was concerned, the proposed committee could at a later stage, examine this matter in cooperation with experts in this field.

III. SUB-COMMITTEE ON SECONDARY, TECHNICAL AND UNIVERSITY EDUCATION

III. Sub-Committee on Secondary, Technical and University Education

Members Present :

1. Dr. J.C. Ghosh *Chairman*.
2. Shri K.G. Saiyidain
3. Shri M.S. Thacker
4. Shri Kailash Chander,
Dy. Minister, U.P. Government
5. Prof. Humayun Kabir
6. Shri C.D. Deshmukh
7. Prof. J.N. Mukerjee
8. Prof. N.K. Sidhanta
9. Dr. V.K.R.V. Rao
10. Lala Shri Ram
11. Dr. A. L. Mudaliar
12. Shri A.N. Khosla
13. Shri M. Sengupta
14. Shri R.A. Gopaldaswami
15. Prof. M. Mujeeb
16. Dr. E.A. Pires
17. Prof. A.N. Basu
18. Shri B.N. Datar
19. Shri Pitambar Pant
20. Dr. K.P. Basu
21. Dr. B.V. Iyengar
22. Shri K. L. Joshi, *Secretary*.
23. Shri S.N. Saraf
24. Dr. J.N. Kaul

III. SECONDARY EDUCATION

In view of the fact that requirements for technical personnel at all levels will increase with the increased tempo of industrial and agricultural development of the country and also in view of the fact that Secondary education should provide an adequate preparation for life for a majority of the students, it is recommended that Vocational and Technical education be promoted in appropriate schools in adequate numbers at the Middle school and Post-middle school stage in the light of the recommendations of the Secondary Education Commission. The question needs detailed consideration including the problem of phased conversion of High schools into Higher Secondary schools and Multi purpose schools, and the Panel recommends the appointment of the following Committee to examine the problem in details :

- (1) Shri Lakshmanaswami Mudaliar—*Chairman*
- (2) Shri M.S. Thacker
- (3) Shri Shri Ram
- (4) Shri Chandiramani/Shri Chandrakant
- (5) Representative of Planning Commission (Education Division)
- (6) Representative of the Ministry of Labour & Employment
- (7) Dr. E.A. Pires
- (8) Shri Tolani
- (9) Shri Pitamber Pant (Planning Commission)—*Member Secretary*

IV. UNIVERSITY EDUCATION

(1) The Panel on Education of the Planning Commission is of the opinion that the conclusions which have been arrived at by the Central Advisory Board of Education, the Inter-University Board and the other committees appointed by the Government of India as regards the reorganisation of the education, should be adhered and given effect to in respect of the three-year degree course of University education ;

(2) that Higher Secondary schools should be started, wherever possible as Multi purpose schools, with technical courses as an important stream of diversification in a phased manner as soon as possible ;

(3) that as recommended by the Central Advisory Board of Education and as a purely transitional measure, the Pre-university courses be started followed by a three-year degree course and the transition should be phased and should not exceed beyond 1965. The position should be examined and reviewed once every three years to note the progress made.

(4) The Panel notes that several universities have already started the Pre-university and three-year degree course and commends generally

the recommendations of the Deshmukh Committee in this respect with particular reference to para 11 of the summary of the recommendations. In special cases, however, where the University Grants Commission is satisfied with reference to the number of students to be admitted in a college, this condition may be relaxed subject to a maximum of 1,500 students being permitted.

(5) The Panel recognises, however, that there are special difficulties in certain universities in some States in implementing these recommendations and recommends that the following Committee be appointed to consider the question and report on the best methods of implementing the decisions taking due note of the various difficulties into consideration :—

1. Shri C.D. Deshmukh—*Chairman*
2. Dr. Lakshmanaswami Mudaliar
3. Prof. N.K. Sidhanta
4. Dr. V.K.R.V. Rao
5. Shri S.S. Bhandarkar
6. Representative of U.P. Government
7. do Ministry of Education
8. do Planning Commission

(6) The Panel on Education appreciates that the standard of teaching in affiliated colleges cannot be raised unless the salaries of teachers are comparable with similar responsibilities in other professions. They are, however, of the view that with limited funds reforms in this respect cannot be easily introduced. They, therefore, recommend to the University Grants Commission that they may consider various possibilities of raising funds for the purpose, including the possibility of raising fees for students and make recommendations to the Government in this behalf.

(7) The Panel on Education of the Planning Commission considered item B (I) of the Agenda suggested by Dr. V.K.R.V. Rao regarding "The Problem of National and Emotional Integration in Relation to Education in India" and recommended that the question needed to be discussed fully in relation to its implications for our universities and colleges. It was, therefore, recommended that the University Grants Commission be requested to invite a seminar of persons representing universities and colleges in India to discuss the subject and make recommendations to the Government.

*Para 11 of the summary of recommendations of the Deshmukh Committee is as follows: "The number of students should be restricted to 800—1000 per college. Colleges with larger enrolment but with no suitable accommodation should stabilize as a ceiling the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The U. G. C. should prepare a brochure for the guidance of such colleges indicating how this may be done without undue hardship to students or the colleges".

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 3 of the Agenda. Date: September 20 & 21, 1957
(10-30 A. M.) Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Three-Year Degree Course: Estimates Committee Report

The State Education Ministers' Conference held in September, 1956, had recommended the appointment of a Committee to consider and report on the order of expenditure involved in the introduction of the three-year degree course in all the Universities and the best method of utilising the limited funds available for bringing about this reform. The Government of India accordingly appointed a Three-Year Degree Course Estimates Committee under the Chairmanship of Shri C.D. Deshmukh, Chairman, University Grants Commission, "to work out the estimates of expenditure connected with the introduction of three-year degree course in the Universities and affiliated Colleges and to consider such other problems as may be ancillary to it." The Committee submitted its report to Government on the 1st May, 1957. A copy of the report is attached. A summary of the main recommendations of the Committee is at pages 19-20 of the Report.

2. The Panel on Education of the Planning Commission which met at Poona in July, 1957, considered, *inter alia* the Report of the Three-Year Degree Course Estimates Committee and made the following observations:—

(i) The Panel notes that several universities have already started the Pre-university and three-year degree course and commends generally the recommendations of the Deshmukh Committee in this respect with particular reference to para 11 of the summary of the recommendations. In special cases, however, where the University Grants Commission is satisfied with reference to the number of students to be admitted in a college, this condition may be relaxed subject to a maximum of 1,500 students being permitted.

(ii) The Panel recognises, however, that there are special difficulties in certain universities in some States in implementing these recommendations and recommends that the following Committee be appointed to consider the question and report on the best methods of im-

plementing the decisions in these States taking due note of the various difficulties into consideration:—

1. Shri C.D. Deshmukh (Chairman)
2. Dr. Lakshmanaswami Mudaliar
3. Prof. N.K. Sidhanta
4. Dr. V.K.R.V. Rao
5. Shri S.S. Bhandarkar
6. Representative of U.P. Government
7. -do- Ministry of Education
8. -do- Planning Commission

(iii) The Panel on Education appreciates that the standard of teaching in affiliated colleges cannot be raised unless the salaries of teachers are comparable with similar responsibilities in other professions. They are, however, aware of the fact that with limited funds, reforms in this respect cannot be easily introduced. They, therefore, recommend to the University Grants Commission that they may consider various possibilities of raising funds for the purpose, including the possibility of raising fees for students and make recommendations to the Government in this behalf.

3. The recommendations of the Estimates Committee and those of the Panel on Education are for the consideration of the Conference. As the proposed reform is of vital importance for University education in India, it is necessary to find ways and means to introduce the reform in as many Universities as possible. The following Universities have intimated acceptance of the scheme of introduction of three-year degree course:

Andhra, Osmania, Venkateswara, S.N.D.T., Gujrat, Baroda, Nagpur, Travancore, Madras, Annamalaj, Panjab.

The University of Lucknow has intimated that the scheme will be introduced provided adequate financial assistance for accommodation, equipment and staff is made available. The acceptance of the scheme is under consideration of other Universities.

Report of the Three-Years Degree Course Estimates Committee 1957

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REPORT OF THE THREE-YEAR DEGREE COURSE ESTIMATES COMMITTEE

SECTION I—INTRODUCTION

Ever since the oldest of the modern Universities were established in India, the principal pattern of University education leading to the first Degree in Arts, Science or Commerce has consisted of a four-year degree course broken into two years of Intermediate work and two years of post-Intermediate work. Whatever the reasons for starting and continuing with this pattern for 100 years now, the arrangement has not been without its disadvantages, of which only the major ones may be mentioned here.

As often maintained, the main defect in the above arrangement has been that the two halves—the Intermediate and the post-Intermediate are usually unrelated to each other academically and sometimes even administratively, as for instance, when the Intermediate classes are under the jurisdiction of a separate Board. Such a lack of correlation has been on the increase in recent years as, owing to paucity of funds, purely Intermediate colleges have been started in large numbers. Besides, the Intermediate examination, coming as it does, in the middle of the Degree course, breaks the continuity of University instruction, thus making it impossible for the University to offer a compact, comprehensive and integrated course for the first Degree. The student, on his part, has to waste a considerable time in adjusting himself twice to new courses and often to new colleges. It has also been felt that the number of examinations which a student has to take prior to obtaining the first Degree (three at present) is too many and that there is often a long interval between the students' passing the Intermediate examination and his admission to Third year class which is so much additional waste of time.

In conjunction with these defects, it should be mentioned that neither the duration nor the quality of Secondary education today is such as to supply for University education, youth with sufficient maturity or scholastic attainment to enable them to take full advantage of the facilities for Higher education provided by a University. This fact became more apparent as the number of students seeking University education increased, so much so that an early solution of the problem became imperative.

It would, however, be unfair to infer that no attempts were made in the past to do away with some of the defects inherent in this arrangement

and to provide an integrated course for the first Degree. As early as 1917, the Calcutta University Commission recommended three years for Bachelor's Degree for Pass as well as for Honours, but the recommendation was not put into effect. In 1941, the Delhi University took the lead and actually changed over to a Three-year degree course preceded by an 11-year Higher Secondary course, which has since continued. Some other Universities, e.g., Mysore and Travancore, also tried the experiment on the lines of the Delhi University but had to abandon it owing to lack of cooperation from other Universities.

In their report giving the plan of Post-War Educational Development in India, published in January 1944, the Central Advisory Board of Education recommended unequivocally that the Intermediate course should be abolished and that the minimum length of a University degree course should be three years. Later, the University Education Commission, which was set up by the National Government soon after the attainment of independence to report on Indian University Education and to suggest the improvements and extensions that may be desirable to suit future requirements of the country, recommended the institution of a three-year continuous degree course at the completion of twelve years of schooling or its equivalent, i.e. after the passing of a qualifying test which would correspond to the present Intermediate standard.

The Secondary Education Commission (1952-53) further maintained that the reorganisation of the first Degree course in Indian Universities was an essential corollary of the reorganisation of Secondary education in the country. The Commission recommended that the present Intermediate stage should be replaced by the Higher Secondary course which should be of four years' duration, one year of the present Intermediate being included in it and the first Degree course in the University should be of three years' duration.

When the report of the University Education Commission came up for consideration by the Central Advisory Board of Education in November, 1953, the Board appointed a University Survey Committee to suggest measures for the implementation of the recommendation of the University Education Commission. This Committee felt that the existing arrangement of a two-year Degree course preceded by a two-year Intermediate course was not satisfactory and recommended that this should be replaced by an 11-year Higher Secondary course followed by a three-year Degree course. The recommendations of the University Survey Committee were endorsed by the Central Advisory Board of Education at its meeting held in February, 1954.

This question was also considered at a joint conference of Vice-Chancellors of Universities and Chairmen of Boards of Secondary

Education, which was held at New Delhi on 8th January, 1955. The conference resolved that there should be a Higher Secondary Course continued up to the age of 17 followed by a three-year integrated course leading to the Bachelor's Degree. The Inter-University Board of India, at their annual meeting held at Patna on the 25th January, 1955, also recommended that the implementation of the proposal should begin as early as possible. At its meeting held on the 18-19th January, 1956, the Central Advisory Board of Education accepted the following resolution of the Ministry of Education :

“Resolved that the Universities in India should take immediate steps to ensure that the change over to the new pattern of educational reorganisation, i.e., a Higher Secondary school course be continued up to the age of 17 to be followed by a three-year integrated course leading to a Bachelor's Degree, is completed by 1961 at the latest.”

It will thus be seen that the various expert bodies agreed to the abolishing of the present Intermediate examination and the institution of a three-year degree course, after the reorganised Higher Secondary School. Accordingly, while drawing up its schemes for the Second Five-Year Plan, the Ministry of Education made provision for the introduction of this much delayed reform. In their letter No. 10-11/55-A. 1, dated the 11th August, 1956, the Ministry of Education invited proposals from all the State Governments for introducing this reform and promised to meet expenditure on different aspects of the reform in certain proportions.

The Education Ministers' Conference held on 2nd-3rd September, 1956, gave further impetus to the reform by recommending the appointment of a Committee to work out the estimates of expenditure to be incurred on introducing this reform, making it possible for all Universities to change over to the new pattern. In accordance with the above recommendation a Three-Year Degree Course Estimates Committee was set up on 1.10.56 consisting of the following members :—

Chairman:

Shri C.D. Deshmukh,
Chairman, University Grants Commission.

Members:

Shri K.G. Saiyidain,
Secretary.
Dr. G. F. Lakhani.
Shri K.L. Joshi,
Director (Education Division)

Representing:

Ministry of Education

Planning Commission

Shri C.S. Menon
Financial Adviser

Ministry of Education

Dr. G.S. Mahajani,
Wice-Chancellor, Delhi University.
Dr. A.L. Mudaliar,
Wice-Chancellor, Calcutta University

Universities

Shri Vinod Chandra Sharma,
Secretary, Education Department,
Government of Uttar Pradesh.

Shri K.P. Sinha,
Director of Public Instruction,
Bihar.

Shri S. Govindarajulu,
Wice-Chancellor,
Sri Venkateswara University,
Tirupati (Andhra)

State Governments

Dr. D.M. Sen,
Secretary, Education Department,
Government of West Bengal.

Secretary:

Dr. H.C. Gupta,
Education Officer,
Ministry of Education.

The terms of reference of the Committee are given in Appendix I. To cover the scope of its enquiry the Committee held two meetings—one on the 29th November, 1956, and the other on the 30th December 1956. The Committee felt that it would be necessary to lay down the general principles which should govern the allocation of Central grants to the States in order to help Universities and affiliated colleges to introduce the three-year degree course. The points considered by the Committee and the principles laid down in this behalf, are given in the following sections.

*Shri C. S. Menon was subsequently transferred from P. E. N. Division. Accordingly Shri A. C. Bose attended the first meeting and on his transfer, Shri A. Baksi attended the second meeting of the Committee. The final Report of the Committee has been signed by Shri A. Baksi.

SECTION II—NATURE OF THE PROBLEM

As brought out earlier, the problem of introducing the three-year degree course has been a live issue for over 40 years without yielding any satisfactory solution up till now. There are many factors which have contributed to this apparent failure on the part of Universities and the Governments concerned to implement the recommendations of the successive commissions and committees. First of all, there is the magnitude of the problem itself. Any scheme which is to be introduced at national level must necessarily involve prohibitively large financial outlay. In spite of the recognised importance of education, it was never possible to find adequate funds to introduce the reform even partially. Secondly, education has always been a State subject and without the fullest measure of support and cooperation coming from the States it would be impossible for the Centre alone to take effective steps in this direction. The diversity of the views held by the Universities and the variety of the courses offered by them are other factors which have come in the way of a uniform policy being adopted with regard to the re-organisation of under-graduate courses.

The requirements of professional colleges to select candidates for admission to professional courses has also been a consideration. In most cases, the minimum admission qualification is a pass in the Intermediate Science. Any suggestion to do away with the Intermediate examination should, therefore, provide some alternative criterion which will form the basis for selecting candidates for professional training.

It should also be mentioned that the recommendation to institute a compact three-year degree course never came alone. It was always felt that mere reorganisation along these lines will not raise the standards of Collegiate education which have been deteriorating continually; that the reform should be accompanied by improvement of syllabuses, reduction in the number of students in over-crowded colleges, improvement of teacher-pupil ratio, strengthening of laboratories, replenishing of libraries, so on and so forth. This made the situation still more unmanageable and both the Universities and the Governments were reluctant to take up the problem with any seriousness, unless it seemed possible to introduce these reforms simultaneously.

Further, the reorganisation of University courses depends on the prior reorganisation of Secondary education. To be able to shed the present First Year and introduce the three-year degree course, it is necessary that a sufficient number of existing High schools should be raised to Higher Secondary schools to accommodate the students who are now

studying in the first year of colleges. In fact, opinion was expressed, and quite strongly, that the reform of Secondary education should receive the Government's attention first and the reform of University education would then follow as a natural corollary. It was felt that if all the High schools, or at least a majority of them, were not changed to Higher Secondary schools, the introduction of three-year degree course in Universities would mean increasing the number of public examinations by one rather than decreasing it, which was one of the main reasons underlying the relevant recommendation of the University Education Commission.

The Committee considered all these points during their deliberations and made its recommendations on the assumption that most of these difficulties were transitory in nature and would have to be faced whenever the reform is introduced. They felt, therefore, that it was best to face them now rather than later.

The Amount Required

SECTION III—FINANCIAL IMPLICATIONS

At the end of its first meeting the Estimates Committee appointed a sub-committee to work out the estimate of the funds which would be required for introducing the three-year degree course on an all-India basis along with such other measures as would help to improve the quality of collegiate education. The sub-committee considered the two-fold problem of upgrading the present Intermediate colleges to three-year Degree colleges and of converting the present Degree colleges to conform to the new pattern. The sub-committee noted that there were three major types of colleges within each of these categories and considered it advisable to estimate the additional expenditure per college for each type separately.

The following table gives the number of colleges in each type and the estimated additional expenditure per college for introducing the three-year degree course.

Type	No.	Additional Estimated Expenditure	
		Non-Rec.	Recurring
(Rs. in lakhs)			
<i>Intermediate Colleges :</i>			
(i) Teaching Humanities only	110	1.60	0.35
(ii) Teaching Science subjects only.	14	2.50	0.40
(iii) Teaching Humanities as well as Science subjects.	*172	3.00	0.70
	296		
Average		2.50	0.50
<i>Degree Colleges :</i>			
(i) Teaching Humanities or Science subjects only :	175	0.75	0.25
(ii) Teaching Humanities as well as Science subjects :	244	1.50	0.30
(iii) Teaching Humanities up to Degree and Science subjects up to Intermediate standard.	112	2.75	0.40
	531		
Average :		1.50	0.35

*Includes 100 colleges from U. P.

The average additional expenditure for upgrading an Intermediate college works out to be Rs. 2.50 lakhs non-recurring, and Rs. 0.50 lakhs recurring and that for reorganising a Degree college works out to be Rs. 1.50 lakhs non-recurring and Rs. 0.35 lakhs recurring. As will be seen from the report of the sub-committee (Appendix II) these estimates take into account *inter-alia*, other reforms which would help raise the standards of University education along with the introduction of three-year degree course. With the upgrading of at least 250 of the existing Intermediate colleges to degree standard, the total number of Degree colleges will rise from 531 to 781 which will help to reduce the over-crowding in a number of existing institutions. Provision has also been made in the estimates for additional staff to improve teacher-pupil ratio, additional accommodation for laboratories, libraries, lecture rooms and staff rooms wherever necessary, as well as equipment and books. The total estimated expenditure includes also the cost of introducing General education courses so that there will be no Arts College in which General Science will not be taught and *vice-versa*. For this purpose extra laboratory accommodation, staff, equipment and books have been provided. It will, however, be seen that the estimates do not provide for the improvement of salaries of college teachers which is outside the scope of the present scheme.

The sub-committee was of the view that it would not be necessary to upgrade all the existing Intermediate colleges in the country. The present needs could be met by upgrading 250 of the existing Intermediate colleges. The colleges to be brought within the purview of the reform should be the best and the most deserving.

While accepting the estimates prepared by the sub-committee, the Committee was of the view that to give any stability and permanence to the reform, recurring grant should be given to each college for at least four years. On this basis the total absolute cost of the scheme will be Rs. 24.75 crores as detailed below ;—

<i>Non-recurring:</i>	<i>Rupees in lakhs</i>
250 Intermediate colleges @ Rs. 2.5 lakhs per college:	$250 \times 2.50 = 625$
500 Degree colleges @ Rs. 1.50 lakhs per college:	$500 \times 1.50 = 750$
Total	<u>1375</u>
 <i>Recurring: (for four years)</i>	
250 Intermediate Colleges @ Rs. 0.50 lakhs per college per annum	$250 \times 0.50 \times 4 = 500$
500 Degree colleges @ Rs. 0.30 lakhs per college per annum.	$500 \times 0.30 \times 4 = 600$
Total	<u>1100</u>
Grand total;	<u>2475</u>
	or Rs. 25 crores,

Thus the minimum cost of introducing the three-year degree course in all the Universities will be Rs. 25 crores (in rounded figures). The Committee re-commended that half of this amount should be provided by the Central Government and the University Grants Commission together and the balance provided by the State Governments including contribution from Private Managements.

The Committee noted that it would not be possible to find the entire amount immediately nor would all the Universities be prepared to introduce the reform simultaneously. The introduction of the reform might, therefore, be spread over a number of years depending upon the availability of funds and the willingness of the Universities and the colleges to introduce the three-year Degree course. It would, however, be useful to indicate the funds that may be made available during the Second Five Year-Plan and give a phased programme of introducing the reform during this period in as many colleges as possible.

Funds Available During the Second Five-Year Plan

The Committee expected that the Ministry of Education would contribute an amount of Rs. 5 crores during the Second Five-Year Plan period. This amount would be available for assisting the affiliated colleges which are not in view of the Plan allocations, the main responsibility of the University Grants Commission as yet. In view of the fact that the colleges which are managed by the Universities are the direct concern of the University Grants Commission and some other colleges may come within the purview of the University Grants Commission according to the University Grants Commission Act, 1956, the University Grants Commission should be expected to contribute a sum of Rs. 2.5 crores for introducing this reform in these colleges. The Central Government and the University Grants Commission will thus have a sum of Rs. 7.5 crores for implementing this reform. The State Governments should be able to find an equal amount i.e., Rs. 7.5 crores including contribution from Private Managements. The total amount available during the period of the Second Five-Year Plan will, therefore, be Rs. 15 crores. The Committee is of the view that the remaining amount of Rs. 10 crores should be made available during the Third Five-Year Plan or, from other suitable sources. The reform will, therefore, have to be spread over the Third Five-Year Plan period.

Targets To Be Achieved During the Second Five-Year Plan Period

So far as the Second Five-Year Plan is concerned, the Committee recommends that the aim should be to upgrade Intermediate colleges and to reorganise 360 Degree colleges, according to the following scheme:—

Year	Intermediate Colleges. (Progressive Totals)	Expenditure Rs. in lakhs	Degree Colleges	Expenditure Rs. in lakhs (Progressive totals)
1957—58	50	25	100	30
1958—59	92	46	90	57
1959—60	140	70	280	84
1960—61	180	90	360	108
Total		231		279
Non-Recurring:		450		540
		681		819
Grand Total:		Rs. 1,500 lakhs.		

The yearly expenditure will be:

Year	Non-Rec.	Rupees in lakhs	
		Recurring	Total
1957-58	275	55	330
1958—59	240	103	343
1959—60	255	154	409
1960—61	220	198	418
Total:	990	510	1,500

Basis of Assistance :

The Committee was of the view that on account of the wide variety in the size of the colleges to be assisted it will not be fair to give grants on the basis of the standard additional cost per college. Instead, all recurring grants should be given on the basis of additional cost per pupil. The additional cost per pupil should be taken as the quotient obtained by dividing the total cost on institutions of each type by the total number of pupils in those institutions. The cost per pupil will be worked out by the Ministry of Education after obtaining up-to-date figures from the State Governments.

For purposes of non-recurring grant, each institution may be considered as a unit and grants paid according to the standards laid down in the Sub-Committee's Report. The only exception to this rule may be the colleges with enrolment of more than one thousand but which

have been actually built for that number. In the case of such colleges it will be fairer to pay the non-recurring grant also on per-capita basis to enable the authorities to provide all the additional facilities which the Committee has recommended.

Conditions Attatching To the Grant :

The Estimates Committee is further of the opinion that before giving its share of the expenditure, the Central Government must ensure that the Universities have actually decided to introduce the three-year degree course and the State Government is prepared to pay its share of the expenditure to the colleges. The Central Government, may, however, give its share of the non-recurring expenditure only for the improvement of Collegiate education on the pattern laid down by the Committee, if the State Government has incurred any expenditure on the scheme in anticipation of the University's decision to introduce the three-year degree course. This share should, however, be paid only after the University's decision is available.

Some difficulty is likely to arise in the case of private colleges whose managements may not be in a position to contribute their share of expenditure. The Committee recommends that the Central share of assistance should not be paid unless the matching grant is forthcoming in respect of private colleges. The responsibility for this lies with the State Governments who may provide the matching grant either from their own resources or from private bodies.

SECTION IV : ADMINISTRATIVE IMPLICATIONS

(i) **General Reorganisation :** One of the tasks entrusted to the Committee was "to suggest the best manner in which the three-year degree course could be introduced in the affiliated colleges and universities, and the arrangements that should be made during the interim period for admission of students to the re-organised Arts and Science colleges and the Professional colleges as constituted at present till the new pattern is fully introduced". The Committee recommends that the introduction of the three-year degree course should be a phased programme bringing as many colleges within the fold of the reform as may be possible within the finances available. The unit for reform should, however, be a University and all the colleges affiliated or attached to it, should switch over to the reform simultaneously. No University will, therefore, offer two types of degrees for the same courses.

(ii) **Intermediate Colleges :** At least 250 of the existing colleges should be upgraded to three-year Degree colleges and the remaining Intermediate colleges should ultimately work as Higher Secondary schools only. At least one Intermediate College should be upgraded for every two Degree colleges repatterned, so that a certain amount of balance can be maintained between the two types of colleges. Since the reform will not be introduced in all the Universities simultaneously, students passing the Intermediate examination during the transitional period from Universities which have not changed over to the new pattern, should be admitted to the second year of the three-year degree course whenever inter-university migration takes place. Universities/Boards should not, however, give affiliation to new Intermediate colleges.

(iii) **Pre-University Classes :** To introduce the scheme effectively it would be necessary for universities and colleges to shed the present First Year class. In view of the fact that there may not be a sufficient number of higher secondary schools to absorb all the students in these classes; Universities and colleges should be allowed to retain the Pre-university classes till such time as the present High schools are raised to Higher Secondary schools. During the period, the enrolment in the Pre-university class should be considered as part of the main college and for purposes of calculating Government grant for this reform, it will be taken into account. The size of the Pre-university class should, however, not exceed 400, although 60 is the ideal.

(iv) **Examination :** It may be recalled that one of the reasons for recommending the abolition of the Intermediate examination was to reduce the number of public examinations from three to two—one at the

end of Higher Secondary stage and the other for the Degree. The Committee notes, however, that it will not be possible to meet this objective during the transitional period in view of the fact that the examination at the end of the Pre-university course will also have to be a public examination.

(v) **Admission To Professional Colleges :** The Committee is also of the opinion that admission of students to the Pre-professional course should be regulated, so that only those students are admitted to these courses who will ultimately be able to find seats in Professional colleges. For this purpose, it is necessary that the Professional colleges should either select candidates on the basis of Higher Secondary/Pre-university examination results or should conduct their own admission tests. The establishment of Junior colleges which might provide centralised Pre-professional courses, or instruction in only some of the Professional colleges as is done by the Madras University, is another possibility. This would also obviate the necessity of Intermediate colleges continuing to provide Inter-science courses for science section to Professional colleges.

(vi) **Size Of The Colleges :** As one of the ancillary problems, the Committee considered the question of restricting the number of students in colleges and improving pupil-teacher ratio at collegiate level. The Committee noted that in spite of the urgency of the reform, it would not be possible for all colleges to restrict the number of students to 800 per college as recommended by the University Survey Committee (1953-54). After careful consideration of the problem, the Committee has come to the following conclusions :—

- (1) The number of students in each college may be 800-1000 inclusive of the Pre-university class with the proviso that a college may increase the number to the extent the Pre-university class is reduced or abolished so that the number continues to be 800-1000.
- (2) Colleges actually built for numbers larger than 800-1000, should be excepted provided they meet the standards laid down by the University Grants Commission in all other respects.
- (3) Colleges having more than 1,000 students on their rolls for whom there is no suitable accommodation, should freeze the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961.
- (4) No college should introduce the shift system. Where the sys-

tem is operating at present, steps should be taken to stop it as soon as possible. If a college is running three shifts, the number should be reduced first to two shifts and then to one. For the purpose of calculating the number of pupils on rolls, the number of each shift should be counted separately.

- (5) The Committee emphasised that there need be no reduction of the teaching staff as a result of the reduction in the number of students because the pupil-teacher ratio has also to be improved and one way of doing this was to reduce the number of pupils. Tutorials should also be started in all colleges to give individual attention to students.

In order to implement these recommendations, the Committee is of the opinion that the University Grants Commission may be requested to prepare a "Code of Conduct" for the guidance of the colleges.

(vii) **Special Problems :** The Committee takes particular notice of the fact that the administrative implications of introducing the reform in U.P. and West Bengal may be rather complicated. So far as U.P. is concerned, the pattern of Higher education prevailing there is different from that obtaining anywhere else in India in many respects. Firstly, Intermediate education is under the control of a Board which also controls High school education. All the colleges are part of High school in the sense that School and College classes are held on the same premises. The number of such colleges is very large, e.g., there are today 862 Intermediate colleges of this type. There are no Intermediate colleges with two classes only, which is the rule in all the other States that have got Intermediate colleges. Accordingly, the question of upgrading Intermediate colleges in U.P. is tantamount to starting new Degree colleges. According to the estimates given by the Uttar Pradesh Government's representative on the Committee, the cost of introducing the proposed reform in U.P. will be colossal. While appreciating the complicated nature of the problem posed by Uttar Pradesh, the Committee is of the view that the expenditure involved should not be beyond the resources of the State Government and recommends that the estimates prepared by the State Government should be examined by the Ministry of Education in the first instance. It was agreed that 100 of the 250 Intermediate colleges to be upgraded, should be taken from U.P.

So far as West Bengal is concerned, the uniqueness of the problem lies in the fact that many of the colleges in Calcutta have large enrolments—some of them running two or three shifts a day. If the University decides to introduce the three year degree course, it may not be possible for these colleges to bring down the number of students to 800-1000 within a year or two. For the purpose of grants, however, if these colleg-

es are assisted on a Pre-institution basis, their share would be meagre compared to the number of students they are educating. On the other hand, if they are assisted on a per capitals basis, some of them would claim as much as seven or eight colleges of normal strength. They will, however, not be required to build seven or eight libraries or laboratories etc. If assistance is given on the basis of students in each shift, some other difficulties are likely to arise. Firstly, it will not be in accordance with the recommendation of the Committee. Secondly, the number of students varies from shift to shift.

The Committee has considered all these points but recommends that even in the case of those larger colleges situated in the city of Calcutta, which are not built for such large numbers, the pattern of grant should be the same as recommended earlier, i.e., while the recurring grant may be paid on the basis of cost per pupil, for non-recurring grant, each such institution with all its shifts should be considered as one unit and assisted accordingly.

SECTION V—SUMMARY OF RECOMMENDATIONS

The main recommendations or conclusions of the Committee may be summarised as follows:—

- (1) The Three-Year Degree Course should be introduced in as many Universities as possible during the Second Five-Year Plan period. On an average, one Intermediate college should be upgraded for every two Degree colleges assisted to introduce the Course. No new Intermediate colleges should be permitted to be started.
- (2) The Unit of reorganisation should be a University and not a college, so that no University will give two types of degrees for the same courses, except for those students who fail to qualify for the four-year degree in the first attempt.
- (3) During the transitional period, students passing the Intermediate examination should be admitted to the Second Year of the three-year degree course.
- (4) The total amount which would be required to introduce the reform, including recurring expenditure for four years, will be about Rs. 25 crores.
- (5) The expenditure involved in introducing the reform should be shared between the Central and State Governments in equal proportion.
- (6) During the Second Five Year-Plan period, the Central Government should give Rs. $7\frac{1}{2}$ crores, including Rs. $2\frac{1}{2}$ crores to be made available by the University Grants Commission. A similar amount should be found by the State Governments including contributions from Private Managements. The total amount available will thus be Rs. 15 crores which will be sufficient for upgrading 180 Intermediate colleges and reorganising 300 Degree colleges which should be taken as the targets for the Second Five-Year Plan.
- (7) The basis for allocating recurring grants should be additional cost per pupil, and that for non-recurring grants the additional cost per institution. The only exception to the latter rule will be the colleges which have an enrolment of over 1000 but which were actually built only for that number. For such col-

leges it would be fairer to pay the non-recurring grant also on a per capitals basis. •

- (8) The share of the Central Government/University Grants Commission should be paid only when a University has taken a decision to introduce the Three-Year Degree Course and either the State Government concerned is prepared to pay its share to the University-College from its own resources or private resources are available to match the cost.
- (9) There should be a public examination at the end of the Pre-university class.
- (10) Professional colleges should either conduct their own admission tests or select candidates for Pre-professional courses on the basis of Higher Secondary/Pre-university examination, both of which will be public examinations.
- (11) The number of students should be restricted to 800-1000 per college. Colleges with a larger enrolment but with no suitable accommodation should stabilise as a ceiling the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The University Grants Commission should prepare a brochure for the guidance of such colleges indicating how this may be done without undue hardship to students or the colleges.
- (12) While the Three-Year Degree Course is introduced, steps should be taken to improve the quality of Collegiate education in general. For this purpose from the grants available, it is necessary to revise syllabuses, introduce General education courses, reduce over-crowding in colleges, improve the teacher-pupil ratio, strengthen laboratories, replenish libraries and, wherever possible, institute the Tutorial system.
- (13) The State of Uttar Pradesh will present a special problem because of the entirely different system operating in that State. This problem should be further studied by the Ministry of Education, and the statements of estimated expenditure prepared by the State Government in this behalf should also be examined. Of the 250 Intermediate colleges to be upgraded, 100 should be selected from Uttar Pradesh.

Finally, the Committee place on record their appreciation of the valuable help rendered to them by the officers of the University

Grants Commission and the Ministry of Education. Dr. B.D. Laroia, Development Officer, University Grants Commission, assisted greatly in preparing the estimates for the Sub-committee. Shri N.T. Karnani, Education Officer, furnished most of the relevant statistic, and Dr. H. C. Gupta, Education Officer, helped in the preparation of the Draft Report for the Committee.

(H.C. Gupta)

Secretary.

(C.D. Deshmukh)

Chairman.

(K.G. Saiyidain)

(G.F. Lakhani)

(K.L. Joshi)

(A. Baksi)

(G.S. Mahajani)

(A.L. Mudaliar)

(N.K. Sidhanta)

(Vinod Chandra Sharma)

(K.P. Sinha)

(S. Govindarajulu)

(D.M. Sen)

The committee's conclusion that the cost of introducing the Three-Year Degree Course in the Indian Universities will be about Rs. 25 crores appears to be a very qualified one.

The Sub-committee have made their calculations of financial cost on a very narrow basis. It is difficult to see, for example, how the upgrading of an Intermediate Arts College to provide the Three-Year Degree Course will involve, as shown in the detailed estimates in Appendices I and II of the Report of the Sub-committee, the addition of only two halls, four lecture rooms, one staff room, one laboratory, one store room and one Science lecture gallery and no other accommodation. When the detailed plans are prepared by the College authorities it is likely to be found that in many cases the scale of accommodation will have to be more liberal. No extra accommodation appears to have been reckoned as necessary for the better development of community life in the colleges. It may have been assumed that Intermediate Arts Colleges have, at present, some amenities or other for community life and that these, combined with the part-time use of one or both the new halls, will suffice after upgrading. This is hardly likely to prove satisfactory in practice. The number of lecture rooms may also fall short of the actual requirement at least in those colleges which will teach all the usual subjects for Pass courses and have Honours courses in some. To upgrade the existing Intermediate Arts Colleges in a useful manner,

extra library accommodation will be necessary. The increase in the number of classes and students will entail extra administrative work and for this, too, some provision will have to be made. Then again, the extra halls and rooms will not all stand by themselves but will need corridors and/or verandahs. But the calculations made by the Sub-committee do not provide for these additions. The estimates of furniture also appear to be on the low side. The estimate of library books has been pitched at such small figures that colleges which do not have substantial resources of their own will not be able to give their pupils the kind of education which seems to be the object of the reform. The number of additional staff needed may have in many cases to be more than those shown in the Appendices. The mean total emoluments of the Professors and Lecturers shown at Rs. 350/- and Rs. 250/- p.m. respectively are unduly low. Actual salaries in many colleges may, at present, be very inadequate; but it is doubtful whether the present meagre salaries should be taken as the norm for purposes of calculation of the cost of introduction of the Three-Year Degree Course when the reform is designed to be a means to improve College education.

The cost of upgrading feeder schools, which will amount to a large figure, has not been taken into account.

It is intelligible that apart from the money to be spent by Government on the introduction of the Three-Year Degree Course as such, most of the colleges will have additional funds from other sources and from students' fees. In a sense, therefore, it can be maintained that the gross requirement of money for the reform will, for the purposes of the Committee, be subject to some reduction. Nevertheless, it is felt that after all the possibilities of funds being available from other sources have been taken into account the total amount of expenditure which will have to be incurred in order to introduce the Three-Year Degree Course in all the Universities in the Country in a satisfactory and fruitful manner will be very much more than Rs. 25 crores.

APPENDIX I

MINISTRY OF EDUCATION

Committee to work out the estimates of expenditure connected with the introduction of three-year degree course in Universities and affiliated colleges.

TERMS OF REFERENCE

1. To make recommendations regarding the best manner in which the three-year degree course could be introduced in the affiliated Colleges and Universities in the country and the arrangements which would be made during the interim period for admission of students to the reorganised Arts and Science Colleges and the professional colleges as constituted at present till the new pattern is fully introduced.
2. To frame the estimates of expenditure involved in the reorganisation of Collegiate education implicit in the introduction of the three-year degree course in Universities and affiliated colleges.
3. To suggest the proportions in which the expenditure may be shared between the Central Government and the State Governments for introducing the three-year degree course.
4. To recommend the best manner in which interim grants from Central Government may be made to the State Governments for the year 1956-57 in case formulation of schemes by the State Governments is delayed.
5. To consider and examine the future of the Intermediate colleges and such other problems as may be ancillary to the main question of introducing three-year degree course.
6. To consider any other issues which may be relevant to the question of introducing a three-year degree course in the Universities and the affiliated colleges.

APPENDIX II

REPORT OF THE SUB-COMMITTEE OF THE ESTIMATES COMMITTEE

A meeting of the Sub-committee appointed for preparing estimates of expenditure likely to be incurred for introducing the three-year degree course in Universities and affiliated colleges was held in Dr. A.L. Mudaliar's room in Ambassador Hotel, New Delhi, on 1st December 1956 at 4-30 P.M., when the following were present :—

Dr. A.L. Mudaliar	}	Members
Prof. N.K. Sidhanta		
Shri S. Govindarajulu		
Dr. G.F. Lakhani		
Dr. B.D. Laroia	}	University Grants Commission

Shri N.T. Karnani from Ministry of Education

I. The Committee took note of the fact that according to the revised figures available for 1955-56 the number of Intermediate colleges in the country is 300 (counting only 100 such colleges for U.P.) in the following breakup:—

- (a) Institutions in which two Intermediate classes along with High school classes are housed in the same premises;
- (b) Intermediate colleges with high schools attached, both being under the same management but in different premises;
- (c) Intermediate colleges with two classes only i.e. without having either High school classes or degree classes).

III. A large majority of colleges belonging to category (a) above will be transferred to Higher Secondary schools with 11 classes, the Second year Intermediate being removed. In Uttar Pradesh there are as many as 650 Institutions in which High schools have Intermediate classes attached to them. Out of these about 100 may have to be upgraded to Degree standard and the rest being converted into Higher Secondary schools. The loss of income to the Institutions, which lose top class i.e. 2nd. Year Intermediate, will be compensated by the State Government concerned under the scheme of 'Improvement of Secondary Education'.

Under categories (b) & (c) above fall about 196 Institutions of which 73 are teaching only Arts & Commerce, 14 only Science subjects and 109 teaching both Arts & Science. The Committee recommends that all colleges when upgraded to a Degree standard should have facilities for teaching of general science as a part of General education and, therefore, all institutions should be provided with such laboratory facilities and staff which may be necessary for the purpose.

Average expenditure in upgrading an Intermediate college will be as follows:—(Rs per details given in Annexure 1):—

Non-recurring

(including additional building accommodation for Lecture rooms, Staff room, Laboratories, Furniture/fitings, Library books and equipments etc.)

Rs. 2.5 lakhs per Institution

Recurring

(Including additional staff and contingencies etc.)

Rs. 0.50 Lakhs per Institution

On the above basis if 100 colleges are to be upgraded in U.P. and 150 (out of 196) in other States, the total expenditure involved will be—

Non recurring ... 250×2.5 (lakhs) = 625.00 lakhs

Recurring

1st year 1957-58 ... 50×0.50 lakhs = 25.00 "

2nd year 1958-59 ... 100×0.50 = 50.00 "

3rd year 1959-60 ... 160×0.50 = 80.00 "

4th year 1960-61 ... 250×0.50 = 125.00 "

Total (Recurring) 280.00 Lakhs

Grand Total (N. R. & R):— Rs. 9.05 crores
during 2nd F. Y. P.

III. According to the latest figures available for 1955-56 there are 531 Degree colleges under the following major categories :

(a) Colleges teaching in Humanities (and Commerce)	165
(b) Colleges teaching in Science subjects only	10
(c) Colleges teaching in Humanities upto B.A. but in Science up to Intermediate only	112
(d) Colleges teaching in Humanities as well as Science upto B.A. standard	244
Total.....	531

Of the above, 500 colleges may have to be financed for bringing them into the new pattern of education.

Average expenditure in converting a Degree college with two Intermediate and two B.A. classes into a new type of Institution with preparatory and three B.A. classes will be as follows (as per details given in Annexure II) :

Non-recurring

(including additional building accommodation for Lecture rooms, Staff room, Laboratories, Furniture fittings, Library Books and Equipment etc.)

Rs. 1.5 lakhs

Recurring

(including additional staff and contingencies etc.)

Rs. 0.3 Lakh

On the above basis 500 colleges will mean a total expenditure of—

No-recurring:	500 × 1.5 (lakhs)	...	Rs. 750,000 lakhs
Recurring:			
1st year 1957-58	250 × 0.3 (lakhs)	...	75.00 „
2nd year 1958-59	350 × 0.3 „	...	105.00 „
3rd year 1959-60	450 × 0.3 „	...	135.00 „
4th year 1960-61	500 × 0.3 „	...	150.00 „
		Total (Recurring)	465.00 lakhs

Grand Total (N. R. & R.)

for Degree Colleges, during

Five-Year Plan.

Rs. 12.15 crores

The total expenditure, therefore, will come to Rs. 21.2 crores. According to the present expectations, the Ministry of Education may contribute Rs. 5.0 crores, U.G.C. Rs. 2.5 crores, State Governments Rs. 5.0 crores and Private Managements Rs. 2.5 crores, making a total of Rs. 15.00 crores. This will leave a balance of Rs. 6.2 crores to be covered. In fact it may not be necessary to find this amount as some of the Universities have no plans to give effect to the re-organisation of education until 1959-60. A number of institutions will voluntarily stay out during the Second Five-Year Plan and, therefore, will need financing only after 1960-61.

Sd/- A.L. Mudaliar.

Sd/- *N.K. Sidhanta.

Sd/- S. Govindarajulu.

Sd/- G.F. Lakhani.

Sd/- B.D. Laroia

*Subject to some modifications in Bengali.

Sd/- N. K. Sidhanta.

**ESTIMATES OF EXPENDITURE FOR UPGRADING
INTERMEDIATE COLLEGES OF VARIOUS TYPES**

I. Arts Colleges, i. e., Teaching Humanities (I. A.) only

(Total number of colleges—110, including 37 from U.P and 73 from other States)

Non-Recurring

(a) Two halls 30' x 40'	2400 sq. ft.
Four lecture rooms 30' x 20'	2400 " "
One staff room 30' x 15'	450 " "
	<hr/>
Total	5250 sq. ft.
Cost @ Rs. 15/- per sq. ft.	Rs. 78,750
furniture etc	Rs. 6,250
	<hr/>
Total	Rs. 85,000
(b) General Science Laboratory 30' x 40'	1200 sq. ft.
Store room	300 " "
Lecture gallery for General Science	1000 " "
	<hr/>
Total	2500 sq. ft.
Cost @ Rs. 15/- per sq. ft.	Rs. 37,500
Fittings and furniture	Rs. 7,500
	<hr/>
Total	Rs. 45,000
(c) Library books	Rs. 20,000
Scientific equipment for Gen. Science	Rs. 10,000
	<hr/>
Total	Rs. 30,000
	<hr/>
Total (non-recurring) per college.	Rs. 1,60,000

Recurring

Additional staff

5 Professors @ Rs. 350/- p.m.	Rs. 21,000
4 Lecturers @ Rs. 250/- p.m.	Rs. 12,000
Contingencies	Rs. 2,000
	<hr/>
Total	Rs. 35,000

II. Colleges Teaching Science Subjects (I. Sc.) only

(Number of colleges—14)

Non-recurring

(a) Two lecture rooms	2400 sq. ft.
Two small rooms	1200 sq. ft.
Staff room	450 sq. ft.
	<hr/>
Total	4050 sq. ft.

Cost @ Rs. 15/- per sq. ft.	Rs. 60,750
Furniture etc.	Rs. 4,250
Total	<u>Rs. 65,000</u>
(b) Two Science Laboratories 40' x 30'	2400 sq. ft.
Preparation room, Balance room etc.	900 " "
Two store rooms	900 " "
Total	<u>4200 sq. ft.</u>
Cost @ Rs. 15/- per sq. ft.	Rs. 63,000
Furniture etc.	Rs. 22,000
Total	<u>Rs. 85,000</u>
(c) Library Books	Rs. 20,000
Scientific equipment	Rs. 80,000
Total	<u>Rs. 1,00,000</u>
Total (non-recurring) per college	<u>Rs. 2,50,000</u>
<i>Recurring</i>	
For additional staff as in Arts Colleges	Rs. 35,000
Contingencies (Laboratory maintenance)	Rs. 5,000
Total	<u>Rs. 40,000</u>
III. Colleges Teaching Science as well as Humanities	
(No. of colleges : U.P.—63, other States—109 Total—172)	
(a) Two Lecture Halls	2400 sq. ft.
Four Lecture rooms	2400 sq. ft.
One Staff room	720 sq. ft.
Total	<u>5520 sq. ft.</u>
Cost @ Rs. 15/- per sq. ft.	Rs. 82,800
Furniture	Rs. 7,200
Total	<u>Rs. 90,000</u>
(b) Two Science Laboratories	2400 sq. ft.
Preparation room, Balance room etc.	900 sq. ft.
Two store rooms	900 sq. ft.
Total	<u>4200 sq. ft.</u>
Cost @ Rs. 15/- per sq. ft.	Rs. 63,000
Furniture etc.	Rs. 22,000
Total	<u>Rs. 85,000</u>
(c) Library books	Rs. 25,000
Scientific equipment	Rs. 1,00,000
Total	<u>Rs. 1,25,000</u>
Total (non-recurring) per college	<u>Rs. 3,00,000</u>
<i>Recurring</i>	
10 Professors @ 350/- p.m.	Rs. 42,000
8 Lecturers @ 250/- p.m.	Rs. 24,000
Contingencies	Rs. 4,000
Total	<u>Rs. 70,000</u>

ANNEXURE I A

Summary of Expenditure For Different Types of Intermediate Colleges

Type of College	No.	Total (N.R.) expenditure	Recurring expenditure for one year.
(a) Arts Colleges	110	Rs. 1.76 crores	Rs. 38,50,000
(b) Science Colleges	14	Rs. 0.35 „	Rs. 5,60,000
(c) Arts & Science Colleges	172	Rs. 5.16 „	Rs. 1,20,40,000
Total	296	Rs. 7.27 Crores	Rs. 1,64,50,000

Average (approximate) non-recurring expenditure per college ... Rs. 2.5 lakhs

Average (approximate) recurring expenditure per college ... Rs. 50,000 lakhs

ANNEXURE II

ESTIMATES OF EXPENDITURE FOR DEGREE COLLEGES OF VARIOUS TYPES

Colleges Teaching Either Only Humanities (B. A.) or Only Science Subjects (B. Sc.)

(Total number of colleges 175)

Non-recurring

(a) 3 Lecture rooms (30' x 20')	1800 sq. ft.	
One General Science Laboratory (30' x 40')	1200 sq. ft.	
	3000 sq. ft.	
Cost @ Rs. 15/- per sq. ft.		Rs. 45,000
Furniture etc.		,, 5,000
	Total	Rs. 50,000
(b) Library Books		Rs. 15,000
Equipment for General Science		,, 10,000
	Total	Rs. 25,000
Total Non-recurring per college		Rs. 75,000

Recurring

3 Professors @ Rs. 350/-p.m.		Rs. 12,600
4 Lecturers Rs. 250/-p.m.		Rs. 12,000
	Total.	Rs. 24,600
	or say	Rs. 25,000

II. Colleges Teaching Humanities as well as Science Subjects, i.e. B.A. and B. Sc.

(Total number of colleges—244)

Non-recurring

(a) Three rooms (30' x 20')	1800 sq. ft.	
Additional rooms for laboratories i.e. Balance rooms, Preparation room etc. One General Science Lab.	2400 sq. ft.	
	1000 sq. ft.	
	5200 sq. ft.	
Cost @ Rs. 15/- per sq. ft.		Rs. 78,000
Furniture etc.		Rs. 7,000
	Total	Rs. 85,000
(b) Library books		Rs. 25,000
Science equipment		Rs. 40,000
	Total	Rs. 65,000
Total (Non-recurring) per college		Rs. 1,50,000

Recurring

5 Professors @ Rs. 350/-p.m.	Rs. 21,000
3 Lecturers @ Rs. 250/-p.m.	Rs. 9,000
Total.	Rs. 1,30,000

III. Colleges Teaching Humanities up to B. A. and Science up to Intermediate only.

(Total number of colleges—112)

Non-recurring

(a) Three rooms (30' x 20')	1800 sq. ft.
Two Laboratories (30' x 40')	2400 sq. ft.
Subsidiary rooms for Laboratories (Balance and Store room etc.)	2400 sq. ft.
One Science lecture room	1400 sq. ft.
Total	8000 sq. ft.
Cost @ Rs. 15/- per sq. ft.	Rs. 1,20,000
Furniture and fittings etc.	Rs. 30,000
Total	Rs. 1,50,000
	Rs. 1,50,000
(b) Library books	Rs. 25,000
Science equipment	Rs. 1,00,000
Total	Rs. 1,25,000
Total (Non-recurring) expenditure per college	Rs. 2,75,000

Recurring

4 Professors @ Rs. 350/-p.m. each	Rs. 16,800
6 Lecturers @ Rs. 250/-p.m. each	Rs. 18,000
Contingencies	Rs. 5,200
Total	Rs. 40,000

ANNEXURE II A**Summary of Expenditure For Different Types of Intermediate Colleges**

Type of Colleges	No. of units.	Total (N.R.) expenditure	Recurring expenditure per year.
(a) Arts or Science Colleges.	175	Rs. 1,31,25,000	Rs. 43,75,000
(b) Arts and Science Colleges	244	Rs. 3,66,00,000	Rs. 73,20,000
(c) Arts upto B.A. & Science upto I.Sc.	112	Rs. 3,08,00,000	Rs. 44,80,000
Total	531	Rs. 8.5 crores	Rs. 1,61,75,000

Average (approximate) non-recurring expenditure per college	... Rs. 1.5 lakhs
Average (approximate) recurring expenditure per college.	Rs. 30,000

APPENDIX III

Table 1—Statistics of Colleges in India By Type Number and Enrolment

S. No.	Type	UNIVERSITY		GOVERNMENT		OTHERS	
		No. of colleges	Enrolment	No. of colleges	Enrolment	No. of colleges	Enrolment
1.	I.A.*	4	1527	20	1660	39	5686
2.	I.Sc.*	2	2100	1	100	10	1015
3.	I.A. & I Sc.*	12	5333	20	2578	69	17619
4.	B.A.	7	4171	15	5666	97	35485
5.	B.Sc.	1	673	5	3366	11	5022
6.	B.A. & B.Sc.	13	15,385	55	50496	148	192716
7.	B.A. & I.Sc. or B.Sc. & I.A.	4	4462	29	12829	98	58246
Total		43	33651	145	76695	472	316325

*The figures for the Higher Secondary schools in U. P. have not been included as management-wise details are not available. The consolidated information is, however, given as under :—

<i>1954-55</i>				<i>Enrolment</i>
Arts	...	...	...	68,718
Science	...	...	...	31,368
Commerce	...	...	...	17,797

APPENDIX III

**Table II—Number of Intermediate Arts Colleges
And Enrolment Therein by States.
1954-55**

STATISTICS OF COLLEGES MANAGED BY

S. No.	State	Univ.	University		Government		Others		REMARKS
			No. of Colleges	Enrolment	No. of Colleges	Enrolment	No. of Colleges	Enrolment	
1. ANDHRA									
		Andhra	—	—	—	—	3	805	
		Osmania	2	655	—	—	3	101	
		Venkateswara	—	—	—	—	—	—	
		Sub-total	2	655	—	—	6	906	
2. ASSAM									
		Gauhati	—	—	—	—	—	—	
3. BIHAR									
		Bihar	—	—	—	—	9	2237	
		Patna	—	—	—	—	—	—	
		Sub-total	—	—	—	—	9	2237	
4. BOMBAY									
		Baroda	1	684	—	—	—	—	
		Bombay	—	—	—	—	1	368	
		Gujarat	—	—	—	—	—	—	
		Nagpur	—	—	—	—	—	—	
		Poona	—	—	—	—	2	230	
		S. N. D. T.	—	—	—	—	—	—	
		S. V. V.	—	—	—	—	—	—	
		Sub-total	1	684	—	—	3	598	
5. J. & K.									
			—	—	2	266	1	35	
6. KERALA									
		Travancore	1	188	—	—	—	—	
7. MADHYA PRADESH									
		Central Board	}	—	—	1	100	—	—
		M. B. Board		—	—	5	600	4	400

	Saugar Uni.	—	—	—	—	1	26	
	Sub-Total	—	—	6	600	5	• 426	
8.	MADRAS							
	Annamalai	—	—	—	—	—	—	
	Madras	—	—	—	—	1	151	
	Sub-total	—	—	—	—	1	151	
9.	MYSORE							
	Karnatak	—	—	—	—	1	90	
	Mysore	—	—	—	—	—	—	
	Sub-Total	—	—	—	—	1	90	
10.	ORISSA							
	Utkal	—	—	—	—	1	74	
11.	PUNJAB							
	Punjab	—	—	1	53	—	—	
12.	RAJASTHAN							
	Central Board	}	—	—	1	62	1	62
	Rajputana		—	—	10	679	7	542
	Sub-total	—	—	11	741	8	604	
13.	U.P.							
	Agra	—	—	—	—	—	—	
	Allahabad	—	—	—	—	—	—	
	Banaras	—	—	—	—	—	—	
	Lucknow	—	—	—	—	—	—	
	Sub-total	—	—	—	—	—	—	
14.	WEST BENGAL							
	Calcutta	—	—	—	—	—	—	
15.	UNION TERRITORIES.							
	Calcutta	—	—	—	—	—	—	
	Gauhati	—	—	—	—	—	—	
	Delhi	—	—	—	—	—	—	
	Punjab	—	—	—	—	—	—	
	Sub-total	—	—	—	—	—	—	
Total-India		4	1527	20	1660	39	5686	

Note:—Figures relate to 1954-55 but have been re-arranged according to States after 1.11.56 as a result of the States Reorganisation Act.

* Figures for the Higher Secondary schools in U. P. have not been included here, as the details are not available.

APPENDIX III

**Table III—Number of Intermediate Arts and Science Colleges And
Enrolment Therein By State
1954-55**

(STATISTICS OF COLLEGES MANAGED BY

S. No.	State	Univ.	University		Government		Others		REMARKS	
			No. of Colleges	Enrolment	No. of Colleges	Enrolment	No. of Colleges	Enrolment		
1. Andhra		Andhra	—	—	—	—	—	—		
		Osmania	2	2100	—	—	—	—		
		Venkateswara	—	—	—	—	—	—		
		Sub-total	2	2100	—	—	1	107		
2. Assam		Gauhati	—	—	—	—	—	—		
3. Bihar		Bihar	—	—	—	—	—	—		
		Patna	—	—	—	—	—	—		
		Sub-total	—	—	—	—	—	—		
4. Bombay		Baroda	—	—	—	—	—	—		
		Bombay	—	—	—	—	—	—		
		Gujarat	—	—	—	—	—	—		
		Nagpur	—	—	—	—	—	—		
		Poona	—	—	—	—	—	—		
		S.N.D.T.	—	—	—	—	—	—		
		S.V.V.	—	—	—	—	—	—		
		Sub-total	—	—	—	—	—	—		
5. J & K		J. & K.	—	—	—	—	—	—		
6. Kerala		Travancore	—	—	—	—	—	—		
7. M.L.		Central	}	—	—	1	100	1	100	
		Board								
8. Madras		Annamalai	—	—	—	—	—	—	—	
		Madras	—	—	—	—	—	—	—	
		Sub-total	—	—	—	—	—	—	—	
9. Mysore		Karnatak	—	—	—	—	—	—	—	
		Mysore	—	—	—	—	5	944		
		Sub-total	—	—	—	—	5	944		

10. Orissa	Utkal	—	—	—	—	1	149
11. Punjab	Punjab	—	—	—	—	—	—
12. Rajasthan	Rajputana	—	—	—	—	—	—
13. U.P.	Agra						
	Allahabad						
	Banaras						
	Lucknow						
	Sub-total						
14. West Bengal	Calcutta	—	—	—	—	2	251
15. Union Territories	Calcutta	—	—	—	—	—	—
	Gauhati	—	—	—	—	—	—
	Delhi	—	—	—	—	—	—
	Punjab	—	—	—	—	—	—
	Sub-total	—	—	—	—	—	—
Total-India*		2	2100	1	100	10	1551

Note :—Figures relate to 1954-55 but have been re-arranged according to States after 1-11-56 as a result of the States Re-organisation Act.

* Figures for Higher Secondary schools in U. P. have not been included here, as the details are not available.

APPENDIX III

**Table IV—Number of Intermediate Arts and Science Colleges
and Enrolment Therein By State.**

1954-55

STATISTICS OF COLLEGES MANAGED BY :

S. No.	State	Univ.	University		Government		Others		REMARKS
			No. of Colleges.	Enrolment	No. of Colleges	Enrolment	No. of Colleges	Enrolment	
1.	Andhra	Andhra	—	—	—	—	5	1264	
		Osmania	4	1341	—	—	1	50	
		Venkateswara	—	—	—	—	—	—	
		Sub-total	4	1341	—	—	6	1314	
2.	Assam	Gauhati	—	—	—	—	—	—	
3.	Bihar	Bihar	—	—	—	—	1	405	
		Patna	—	—	—	—	—	—	
		Sub-total	—	—	—	—	1	405	
4.	Bombay	Baroda	—	—	—	—	—	—	
		Bombay	—	—	1	272	—	—	
		Gujarat	—	—	—	—	—	—	
		Nagpur	—	—	—	—	—	—	
		Poona	—	—	—	—	—	—	
		S.N.D.T.	—	—	—	—	—	—	
		Women	—	—	—	—	—	—	
		S.V.V.P.	—	—	—	—	—	—	
Sub-total	—	—	1	272	—	—			
5.	J & K	J & K.	—	—	—	—	—	—	
6.	Kerala	Travancore	—	—	—	—	10	5469	
7.	M.P.	Central	—	—	—	—	—	—	
		Board	—	—	2	385	—	—	
		M.B.	—	—	—	—	—	—	
		Board.	—	—	8	885	5	540	
		Saugar	—	—	—	—	—	—	
Sub-total	—	—	10	1270	5	540			
8.	Madras	Annamalai	—	—	—	—	—	—	
		Madras	—	—	—	—	11	2964	
		Sub-total	—	—	—	—	11	2964	

9. Mysore	Karnatak	—	—	—	—	—	—
	Mysore	8	3,992	—	—	—	—
	Sub-total	8	3,992	—	—	—	—
10. Orissa	Utkal	—	—	1	77	—	—
11. Punjab	Punjab	—	—	—	—	3	117
12. Rajasthan	C.Board	—	—	—	—	4	198
	Rajputana	—	—	4	332	6	589
	Sub-total	—	—	4	332	10	787
13. U.P.	Agra						
	Allahabad						
	Banaras						
	Lucknow						
	Sub-total						
14. West							
Bengal	Calcutta	—	—	3	578	23	6032
15. Union	Calcutta	—	—	—	—	—	—
Territories	Gauhati	—	—	—	—	—	—
	Delhi	—	—	—	—	—	—
	Punjab	—	—	1	49	—	—
	Sub-total	—	—	1	49	—	—
Total-India*		12	5,333	20	2,578	69	17,619

Note:—Figures relate to 1954-55 but have been re-arranged according to States after 1.11.56 as a result of the States Reorganisation Act.

* Figures for Higher Secondary schools in U. P. have not been included, as the details are not available.

APPENDIX III

Table V—Number of Degree Arts Colleges (B. A.) And Enrolment Therein By State

1954-55

STATISTICS OF COLLEGES MANAGED BY :

S. No.	State	University	University		Governments		Others		Remarks.
			No.	Enrol.	No.	Enrol.	No.	Enrol.	
1.	Andhra	Andhra	—	—	—	—	1	322	
		Osmania	2	1849	—	—	2	692	
		Venkateswara	—	—	—	—	—	—	
		Total	2	1849	—	—	3	1014	
2.	Assam	Gauhati	—	—	—	—	66	2101	
3.	Bihar	Bihar	—	—	—	—	16	8681	
		Patna	1	709	—	—	—	—	
		Total	1	709	—	—	16	8681	
4.	Bombay	Baroda	—	—	—	—	—	—	
		Bombay	—	—	1	1291	1	1094	
		Gujarat.	—	—	—	—	6	2602	
		Nagpur.	—	—	1	794	7	2661	
		Poona.	—	—	—	—	4	1471	
		S.N.D.T.	—	—	—	—	—	—	
		Women	2	611	—	—	4	107	
		Sardar Valabhbai Vidya-peeth	—	—	—	—	—	—	
Total	2	611	2	2,085	22	7,935			
5.	J & K	J & K	—	—	2	554	—	—	
6.	Kerala	Travancore	—	—	—	—	—	—	
7.	M. P.	Agra	—	—	—	—	1	466	
		Saugar	—	—	—	—	7	1826	
		Total	—	—	—	—	8	2362	
8.	Madras	Annamalai	—	—	—	—	—	—	
		Madras	—	—	—	—	2	889	
		Total	—	—	—	—	2	889	

9. Mysore	Karnatak	—	—	—	—	2	405
	Mysore	1	842	—	—	1	341
	Total	1	842	—	—	3	746
10. Orissa	Utkal	—	—	2	283	1	422
11. Punjab	Punjab	1	160	6	1,209	4	722
12. Rajasthan	Rajputana	—	—	1	1,110	1	82
13 U. P.	Agra	—	—	1	345	14	6029
	Allahabad	—	—	—	—	—	—
	Banaras.	—	—	—	—	3	948
	Lucknow.	—	—	—	—	3	525
	Total	—	—	1	345	20	7502
14. West							
Bengal	Calcutta	—	—	1	80	11	3029
15. Union	Calcutta	—	—	—	—	—	—
Territories	Gauhati	—	—	—	—	—	—
	Delhi	—	—	—	—	—	—
	Punjab	—	—	—	—	—	—
TOTAL— INDIA		7	4171	15	5666	97	35485

Notes :— Figure relate to 1954-55 but have been re-arranged according to States after 1-11-56 as a result of the States Reorganisation Act.

APPENDIX III

**Table VI—Number of Degree Science Colleges (B. Sc.) And Enrolment
Therein By States**

1954—55

STATISTICS OF COLLEGES MANAGED BY :

Sl. No.	State	Univ.	University		Government		Others		Re- marks
			No.	Enrol.	No.	Enrol.	No.	Enrol.	
1. Andhra		Andhra	—	—	—	—	—	—	
		Osmania	1	673	—	—	—	—	
		Venkateswara	—	—	—	—	—	—	
		Total	1	673	—	—	—	—	
2. Assam		Gauhati	—	—	—	—	—	—	
3. Bihar		Bihar	—	—	—	—	—	—	
		Patna	—	—	—	—	1	800	
		Total	—	—	—	—	1	800	
4. Bombay		Baroda	—	—	—	—	—	—	
		Bombay	—	—	1	276	—	—	
		Gujarat.	—	—	—	—	—	—	
		Nagpur.	—	—	1	995	—	—	
		Poona.	—	—	—	—	—	—	
		S.N.D.T.	—	—	—	—	—	—	
		Sardar Vallabhai Vidya- yapeeth	—	—	—	—	—	—	
		Total	—	—	2	1271	—	—	
5. J & K		J & K	—	—	1	750	—	—	
6. Kerala		Travancore	—	—	—	—	—	—	
7. M.P.		Saugar.	—	—	1	442	—	—	
8. Madras.		Annamalai	—	—	—	—	—	—	
		Madras	—	—	—	—	—	—	
		Total	—	—	—	—	—	—	
9. Mysore		Karnatak	—	—	—	—	—	—	
		Mysore	—	—	—	—	2	1297	
		Total	—	—	—	—	2	1297	
10. Orissa		Utkal	—	—	—	—	—	—	
11. Punjab.		Punjab	—	—	—	—	—	—	

12. Rajasthan	Rajputana	—	—	1	903	1	467	
13. U.P.	Agra	—	—	—	—	4	1854	
	Allahabad	—	—	—	—	2	490	
	Banaras	—	—	—	—	—	—	
	Lucknow	—	—	—	—	1	114	
	Total	—	—	—	—	7	2458	
14. West								
	Bengal	Calcutta	—	—	—	—	—	
15. Union								
	Territories	Calcutta	—	—	—	—	—	
		Gāuhati	—	—	—	—	—	
		Delhi	—	—	—	—	—	
		Punjab	—	—	—	—	—	
		Total	—	—	—	—	—	
TOTAL— INDIA			1	673	5	3,366	11	5,022

Note :—Figures relate to 1954-55 but have been re-arranged according to States after 1-11-56 as a result of the States Reorganisation Act.

ANNEXURE III

**Table VII—Number of Degree Arts and Science Colleges (B. A. & B. Sc.)
And Enrolment Therein By States.**

1954-55

STATISTICS OF COLLEGES MANAGED BY:

S. No.	State	University	University		Government		Others		Re- marks
			No.	Enrol.	No.	Enrol.	No.	Enrol.	
1.	Andhra	Andhra	—	—	4	4285	12	16972	
		Osmania	2	2316	—	—	1	338	
		Venkateswara	—	—	—	—	—	—	
		Total	2	2316	4	4285	13	17310	
2.	Assam	Gauhati	—	—	1	1461	4	3633	
3.	Bihar	Bihar	2	2826	—	—	5	7775	
		Patna	1	2117	—	—	—	—	
		Total	3	4943	—	—	5	7775	
4.	Bombay	Baroda	—	—	—	—	—	—	
		Bombay	—	—	1	599	9	17274	
		Gujarat	—	—	5	4592	5	6215	
		Nagpur	—	—	1	1163	3	3036	
		Poona	—	—	1	1320	10	9700	
		S.N.D.T.	—	—	—	—	—	—	
		Women	—	—	—	—	—	—	
		Sardar Vallabhbhai Vidyapeeth	—	—	—	—	—	—	
Total	—	—	8	7674	27	36225			
5.	J & K	J & K	—	—	2	1598	—	—	
6.	Kerala	Madras	—	—	—	—	5	4101	
		Travancore	2	2702	2	1842	11	13797	
		Total	2	2702	2	1842	16	17898	
7.	M.P.	Agra	—	—	5	5145	—	—	
		Saugar	—	—	1	616	—	—	
		Total	—	—	6	5761	—	—	
8.	Madras	Annamalai	—	—	—	—	—	—	
		Madras	—	—	8	7309	16	17241	
		Total	—	—	8	7309	16	17241	

9. Mysore	Karnatak	—	—	1	1346	5	3504
	Mysore	5	4764	—	—	3	2446
	Total	5	4764	1	1346	8	5950
10. Orissa	Utkal	—	—	1	1309	1	616
11. Punjab	Punjab	1	660	1	4901	17	13541
12. Rajasthan	Agra	—	—	1	9292	—	—
	Rajputana	—	—	5	6573	—	—
	Total	—	—	6	7502	—	—
13. U.P.	Agra	—	—	—	—	18	20563
	Allahabad	—	—	—	—	—	—
	Banaras	—	—	—	—	1	381
	Lucknow.	—	—	—	—	4	999
	Total	—	—	—	—	23	21943
14. West							
Bengal	Calcutta	—	—	6	3885	18	50584
15. Union	Calcutta	—	—	1	844	—	—
Territories	Gauhati	—	—	1	572	—	—
	Delhi	—	—	—	—	—	—
	Punjab	—	—	1	207	—	—
	Total	—	—	3	1623	—	—
Total	India	13	15385	55	50496	148	192716

*Note:—*Figures relate to 1954-55 but have been re-arranged according to States after 1.11.56 as a result of the States Reorganisation Act.

APPENDIX III

Table VIII—Number of Degree Arts and Inter Science Colleges, and Enrolment Therein By State (B. A. & I. Sc.), (B. Sc. & I. A.)

STATISTICS OF COLLEGES MANAGED BY :

S. No.	State	University	University		Government		Others		Remarks.
			No.	Enrol.	No.	Enrol.	No.	Enrol.	
1.	Andhra	Andhra	—	—	2	963	5	3478	
		Osmania	—	—	—	—	1	396	
		Venkateswara	—	—	—	—	—	—	
		Total	—	—	2	963	6	3874	
2.	Assam	Gauhati	—	—	—	—	6	3167	
3.	Bihar	Bihar	—	—	—	—	5	8079	
		Patna	2	795	—	—	—	—	
		Total	2	795	—	—	11	8079	
4.	Bombay	Baroda	—	—	—	—	—	—	
		Bombay	—	—	1	900	2	2041	
		Gujarat	—	—	1	170	1	127	
		Nagpur	—	—	—	—	—	—	
		Poona	—	—	—	—	1	310	
		S.N.D.T. (Women)	—	—	—	—	—	—	
		Sardar Vallabhai Vidyabpeeth	—	—	—	—	—	—	
Total	—	—	2	1070	4	2478			
5.	J & K	J & K	—	—	1	339	1	524	
6.	Kerala	Madras	—	—	—	—	1	945	
		Travancore	—	—	—	—	1	1148	
		Total	—	—	—	—	2	2093	
7.	M.P.	Agra	—	—	2	600	—	—	
		Sugar	—	—	—	—	2	412	
		Total	—	—	2	600	2	412	
8.	Madras	Annamalai	—	—	—	—	—	—	
		Madras	—	—	2	1165	17	9394	
		Total	—	—	2	1165	17	9394	
9.	Maysore	Karnatak	—	—	—	—	1	498	
		Mysore	1	1599	—	—	1	339	
		Total	1	1599	—	—	2	837	

10. Orissa	Utkal	—	—	5	2032	1	202
11. Punjab	Punjab	—	—	8	3333	21	7394
12. Rajasthan	Agra	—	—	—	—	2	766
	Rajputana	—	—	4	1481	1	184
	Total	—	—	4	1481	3	950
13. U.P.	Agra	—	—	—	—	7	4826
	Allahabad	—	—	—	—	—	—
	Banaras	—	—	—	—	—	—
	Lucknow	—	—	—	—	1	297
	Total	—	—	—	—	8	5126
14. West							
Bengal	Calcutta.	—	—	3	1846	19	13619
15. Union							
Territories	Calcutta	—	—	—	—	1	187
	Gauhati	—	—	—	—	—	—
	Delhi	—	—	—	—	—	—
	Punjab	1	2068	—	—	—	—
	Total	1	2068	—	—	1	187
TOTAL— INDIA		4	4462	29	12829	98	58246

Note:— Figures relate to 1954-55 but have been re-arranged according to States after 1.11.56 as a result of the States Reorganisation Act.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 4 of the Agenda.
10-30 A.M.

Date: September 20 & 21, 1957
Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

"Rural Higher Education Expert Committee Report"

The State Education Ministers' Conference held at New Delhi in September, 1956 recommended that before the Conference could consider the question of recognition of the Diploma in Rural Services as equivalent to the first degree of a University, an Expert Committee should be set up to examine the curriculum and syllabus of this course from various aspects and report on the question. This recommendation was placed before the second meeting of the National Council for Rural Higher Education held on the 9th January, 1957 which set up an Expert Committee consisting of the following members:

1. Dr. K.L. Shrimali, Minister of State for Education and Scientific Research, and Chairman, National Council for Rural Higher Education
2. Shri T.S. Avinashilingam Representatives of National Council for Rural Higher Education
3. Prof. M. Mujeeb Representative of the Ministry of Education
4. Dr. R.K. Bhan Representative of the Ministry of Education
5. A representative of the U. P. S. C.
6. Dr. V.S. Krishna, Representative of Inter-University Board of India on the National Council
7. Dr. G.S. Mahajani, formerly Vice-Chancellor, Delhi University, and now a member of the U. P. S. C.

2. The Expert Committee has reported that the syllabus compares favourably in standard with the corresponding syllabuses for the Degree Course of a University and that in many respects it is rather ambitious. The Committee has suggested that

- (a) the Inter-University Board should be moved to consider the holder of the Diploma of Rural Institute eligible for admission to the post-graduate classes of the Universities,
- (b) the U. P. S. C. and State Governments should be simultaneously approached to accord recognition to the Diploma in Rural Services as equivalent to the First Degree of a University for purposes of employment under Government.

3. The question of recognition of the Diploma was considered at an Inter-departmental meeting held in March 1957. At this meeting the Secretary, Ministry of Community Development, gave the information

that no formal decision had so far been taken by his Ministry in this regard, but while it is for the Ministry of Education to persuade the Universities to recognise the Diploma as equivalent to the first degree, it would be possible for them to accept this Diploma as a requisite qualification for posts in their development programmes where they have specified a University degree as a qualification in particular. The view was held that while it might be possible to reserve posts for diploma holders, it might be that these persons on the basis of their training might prove to be the better qualified persons for these jobs.

4. Briefly, the contents of the syllabus of the Diploma Course in Rural Services are as under:—

Students will have to study the following core subjects, some to gain insight into rural problems, and others for their cultural and general knowledge value

- (a) English
- (b) Regional language
- (c) Hindi for non-Hindi areas and some other Modern Indian Language preferably a South Indian language for Hindi areas
- (d) History of Civilisation
- (e) Introduction to Rural problems

In addition to these subjects, there are eight groups from which each student has to select one. Each group comprises two University subjects so arranged that it would offer scope for specialisation in a particular sphere of leadership. For example, cooperation group will specialise them in jobs in cooperative departments, village panchayats, etc., the Social Work group will produce social workers of a high order. The standard of the subjects in optional groups will be equivalent to that of the First Degree. It will thus qualify a student for post-graduate studies at any University in the subject of his specialisation.

The minimum qualifications for admission to the courses are as follows :—

- (a) Higher Secondary Examination of a recognised Board
- (b) First year pass of Intermediate courses subject to the passing of an admission test
- (c) Preparatory course of a University or of a Rural Institute

A student would be entitled to obtain a diploma only after 14 years of study at schools and Rural Institutes like other students going in for a University degree.

5. The recommendations of the Special Committee appointed in pursuance of the decision taken at the last State Education Ministers' Conference are for consideration of the Conference.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 5 of the Agenda.
10-30 A.M.

Date: September 20 & 21, 1957.
Place: Vigyan Bhawan, New Delhi.

MEMORANDUM

Relationship between the Post-Basic education and the re-organised pattern of Secondary Education

According to the latest decision taken by the Ministry of Education and Scientific Research and communicated to the State Governments, the general pattern of Secondary education will be as follows:—

- (a) Eight years of integrated Elementary education to be provided on the Basic education pattern and
- (b) Three years of Secondary education with provision for diversification of courses

The new curriculum will consist of two parts

- (a) core subjects which will include the Languages, General Science, Social Studies and a Craft, and
- (b) special subjects to be selected from the following seven diversified groups:—
Humanities, Sciences, Technical, Commerce, Agriculture, Fine Arts and Home Science

2. The Secondary Education Commission considered the question of relationship of the Basic education system with the proposed reorganised pattern of Secondary education, but were not able to suggest any clear solution. To quote the Commission "Our proposals aim at bringing some of the important principles of Basic education into the educational life of all children of this age group while the fully converted Basic schools will be free to follow their own lines of natural development". They seem, in a way, to have under-estimated the gravity of the situation inherent in the operation of two parallel structures in the same educational system.

3. At present, the difficulty is not very acute because the number of post-Basic schools in the country is very small—only about 40. But as the number of these institutions increases, the difficulty will become more and more acute. The centre has already under a scheme for the establishment of such schools promised to assist State Governments at the rate of 60 per cent of the recurring and non-recurring expenditure. The number of such institutions is, therefore, likely to increase in the near future.

4. The Standing Committee of the Central Advisory Board of education for Basic education examined this question and expressed concern over the situation arising from the report. It made the following recommendations:

- (a) Students who have passed through the post-Basic schools may be regarded as equal to Secondary or Higher Secondary passed students according to the number of years of instruction put in by them as compared with the number of years prescribed for High and Higher Secondary schools respectively in the various States concerned. Employment opportunities should also be assured to them on that basis.
- (b) The State Secondary Education Boards should test the students of the post-Basic schools by a method considered suitable for the system of Basic education and on the results of the tests, students who come out successful may be declared eligible for Higher education in the same manner as the successful students of the traditional schools.
- (c) The Central Government may address the Inter-University Board to go into the question of equivalence of Basic and non-Basic courses for purposes of admission into universities. Pending the consideration of equivalence of Basic and non-Basic courses and examinations the universities should, as an interim measure, admit the students passing out of post-Basic institutions on the basis of a suitable test.
- (d) Universities should, wherever necessary, provide courses of teacher-training in Basic education so that the need for qualified teachers in Basic schools, training institutions and administration personnel may be met. The Universities should also be requested to recognise the diplomas offered in post-graduate Basic training colleges as equivalent to their B.T. or B.Ed. degree or diplomas.

The Central Advisory Board of Education considered the recommendations of the Committee at its last meeting held in January, 1957 and agreed that the question of admission into Universities of students passing out the post-Basic schools required to be carefully examined.

5. The recommendations of the Committee and their acceptance by the Board have duly been communicated to the Universities, Boards and State Governments. It would appear however that the issue is not receiving the urgent attention it deserves.

6. In so far as the function of the secondary stage to serve as a terminal stage in itself for the vast majority of students is concerned, instruction in a post-Basic school will be as effective as that imparted in

the reorganised Multipurpose schools. The difficulty, however, will arise in the case of students wishing to go in for Higher education or who before completing the post-Basic stage desire a transfer to an ordinary Higher secondary or Multipurpose school. There are two possible ways of meeting a difficulty like this. One is that the post-Basic scholar should go in for Higher education not to the ordinary colleges and institutions for higher education but to special institutions such as the Rural Institutes, and that no transfers from the post-Basic schools to the ordinary Secondary institutions during the middle of the session should be allowed. The other course is that the Universities and Boards should recognise the examination taken at the end of the post-Basic stage for purposes of admission to the Universities and Institutions of Higher learning.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 6 of the Agenda
10-30 A.M.

Date: September 20 & 21, 1957.
Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Expansion of Facilities for Girls' Education Particularly at the Elementary level

Article 45 of the Constitution enjoins upon the States to provide free and compulsory Elementary education for all children up to the age of 14 years. Although, some headway has been made in so far as the education of boys is concerned, it is unfortunate that the education of girls has not made as much progress as it should have and, in fact, it has lagged far behind the education of boys. The percentage of boys attending school in the age group 6—14 in 1956-57 was about 57 whereas the percentage of girls of the same age group attending school was only about 23. In the age group 11—14, the percentage of boys attending school was about 30, but the percentage of girls attending school was only about 8 at the end of the First Five-year Plan. A statement showing percentage of children in the age groups 6—11 and 11—14 under instruction in 1955-56 and that aimed under the Second Five-year Plan for 1960-61 is enclosed (Annexure I). This shows that the progress in Girls' education is extremely slow in N. E. F. A., Jammu and Kashmir, Rajasthan, Bihar, Uttar Pradesh, Himachal Pradesh, Orissa, Madhya Pradesh Andaman & Nicobar Islands, Punjab, Pondicherry, Mysore, Andhra Pradesh, Tripura, Assam and West Bengal.

2. The Ministry of Education have included in the Second Plan a scheme for the expansion of girls education and training of women teachers. The total plan provision for this scheme is Rs. 2.50 crores and the budget provision for the year 1957-58 is Rs. 25 lakhs. Central assistance to States will be admissible upto the extent of 75 per cent of the total expenditure involved.

3. The scheme was circulated to the State Governments for their views, and on the basis of the replies received, details have been worked out. The State Governments will shortly be requested to submit their proposals.

4. Certain suggestions which do not involve any financial implications have already been recommended to the State Governments for implementation. These suggestions are as follows:—

- (i) Raising of the maximum age of recruitment for women teachers to about 40-50 years

- (ii) Relaxation of educational qualifications for women teachers
- (iii) Relaxation of rules so as to permit part-time employment of women teachers
- (iv) Preference to women teachers for both boys' and girls' schools at Elementary stage
- (v) Preference to married men teachers whose wives have received some education
- (vi) Reservation of more places for women students in training institutions
- (vii) Permission for girl students to appear as private candidates for examinations
- (viii) Co-education at Elementary stage.
- (ix) Shift system for boys and girls
- (x) Special curriculum for girls' schools

These suggestions have generally been accepted by the State Governments.

5. Proposals involving expenditure cover sub-schemes relating to (A) Elementary school teachers, and (B) Elementary school pupils. The various sub-schemes in this connection are reproduced below :—

A. Elementary School Teachers

- (i) Provision of free accommodation for women teachers in rural areas
- (ii) Appointment of school mothers in rural areas
- (iii) Organisation of condensed or special courses of general education and teacher training for adult women
- (iv) Award of stipends to women teachers for training courses at under-graduate level
- (v) Organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment
- (vi) Award of stipends for classes VIII to XI, provided the recipients undertake to take up teaching for a period of five years at least

B. Elementary School Pupils

- (i) Award of attendance scholarships to girls in Elementary except Public schools
- (ii) Exemption from tuition fee for girl students in all Elementary except Public schools

6. A ceiling is being fixed for each State for Central Government contribution and it will be communicated to the State Governments shortly. The actual release of the Central contribution will be made as soon as the information is sent by the State Governments regarding the items taken up by them for implementation and the total expenditure involved.

7. As the major obstacle in promoting girls' education is the dearth of women teachers, special emphasis has been laid on the training of women teachers and provision of adequate facilities for teachers to work in rural areas.

8. The problem of the expansion of education of girls and women has been regarded as of very great importance by the Planning Commission. While addressing the last meeting of the Panel on Education of the Commission in July, 1957, Member (Education) said :—

“There are certain depressed areas in India from the point of view of the progress of girls' education. In 1961, less than 50 per cent of the girls in the age-group 6—11 will be in school in the following States : Andhra Pradesh, Orissa, Madhya Pradesh, Uttar Pradesh, Rajasthan, Punjab, Himachal Pradesh and Bihar. In the case of the Punjab, it is not financial difficulties which will appear to stand in the way. There the Elementary school teachers are being taken over as State employees, education is being made free up to the age of 14, and every boy will be attending school by 1961. Here social traditions and reluctance of parents to send even girls of tender age to co-educational schools may be the deciding factor. It is worthwhile going deep into this problem, and discovering for each area, the factors which retard the growth of women's education. It should be noted that a special provision of Rs. 3.3 crores has been made in the second Plan for extension of girls' education and training of women teachers”.

9. The Panel considered the proposals included in the Ministry of Education's Central scheme entitled 'Education of Girls and Training of Women Teachers' and approved the following :—

- (a) Provision of free accommodation for women teachers
- (b) Appointment of school mothers in rural areas to give encouragement to co-education
- (c) Award of stipends to women teachers for training at undergraduate level. The stipends to be awarded should be adequate to cover the essential expenses of the women under training
- (d) Organisation of condensed or special courses of general education and teacher training for adult women
- (e) Organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment
- (f) Award of stipends for classes VIII-XI provided the recipients undertake to take up teaching profession for a period of five years at least

10. The Panel also discussed the questions relating to the nature of education for girls at the elementary, secondary and adult stages, whether the present system of education was helping them to lead a happier and more useful life. It was felt that such questions required careful study and investigation. The Panel accordingly recommended the constitution of a suitable committee by the Planning Commission to go in to the various aspects of these questions and to submit a report.

11. A copy of the report of the Sub-committee appointed by the Education Panel to consider the problems relating to the education of girls, as accepted by the Panel, is given in Annexure 'II'.

12. The Conference is requested to consider what practical steps can be adopted to expand girls' education, so that the Directive of the Constitution may be fulfilled as soon as possible.

ANNEXURE I

Percentage of Children Going to Schools in 1955-56 and the Target Aimed for 1960-61

STATE	Percentage of girls under instruction in age group (6-11) to total No. of girls in that age group.		STATE.	Percentage of girls under instruction in age group (11-14) to total No. of girls in that age group.	
	1955-56 (Estimated)	1960-61 (Target)		1955-56 (Estimated)	1960-61 (Target)
1	2	3	4	5	6
ALL INDIA	33.0	40.0		8.0	10.0
NEFA	2.1	2.6	NEFA	0.3	0.6
Jammu & Kashmir	8.9	12.7	Orissa	1.3	1.8
Rajasthan	9.3	10.9	Bihar	1.3	2.4
Bihar	11.9	11.7	Rajasthan	2.0	2.6
U.P.	13.6	15.4	M. Pradesh	2.9	3.8
Himachal Pradesh	14.6	23.8	U.P.	3.1	3.9
Orissa	16.1	20.4	Jammu & Kashmir	3.2	4.8
Madhya Pradesh	16.6	21.3	Himachal Pradesh	4.2	7.4
Andaman & Nicobar Islands	23.5	40.0	Manipur	4.3	13.6
			(Andaman & Nicobar Islands	5.0	10.0
Punjab	32.4	44.9	Andhra Pradesh	5.2	7.6
Pondicherry	35.2	40.2	Punjab	7.4	9.1
Mysore	40.4	54.3	Bombay	8.0	10.3
Andhra Pradesh	41.2	46.6	W. Bengal	8.2	11.7
Tripura	41.2	76.7	Tripura	9.0	13.0
Assam	45.6	56.2	Mysore	9.1	11.1
W. Bengal	49.8	59.4	Assam	11.1	15.3
Bombay	50.0	63.0	Madras	13.2	15.3
Madras	54.4	63.6	Pondicherry	21.4	29.3
Delhi	61.0	70.5	Kerala	29.0	33.0
Manipur	82.0	90.2	Delhi	33.6	39.8
Kerala	91.0	100.0			

ANNEXURE II

Report of the Sub-committee Appointed by the Education Panel to Consider the Problems Relating to the Education of Girls and Women.

The Sub-committee met on 16-7-1957 at 8-30 A.M. The following members were present.

1. Mrs. Durgabai Deshmukh. (Chairman)
2. Mr. K.G. Saiyidain.
3. Lala Shri Ram.
4. Principal A.N. Basu.
5. Prof. M. Mujeeb.
6. Miss S. Panandikar.
7. Miss Karnataki.
8. Mr. Somnath Saraf. (Secretary)

1. The Sub-Committee took up for discussion the paper on Girls and Womens Education prepared and circulated by Mrs. Durgabai Deshmukh. After some discussions of the scheme of the Ministry of Education "Education of Girls and Training of Women Teachers" with a provision of Rs 2.5 crores, the Committee considered the proposals included in the scheme. The Committee agreed with the following proposals:

- (a) Provision of free accommodation for women teachers.
- (b) Appointment of school mothers in rural areas.
- (c) Award of stipends to women teachers for teacher training at under-graduate level.

The Sub-Committee recommended to the Planning Commission through the Panel on Education, that stipends awarded under (c) should be adequate to cover the essential expenses of the women under training.

- (d) Organisation of condensed or special courses of general education and teacher training for adult women.
- (e) Organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment.
- (f) Award of stipends for class VIII to XI provided the recipients undertake to take up teaching for the period of five years at least.

2. The Sub-committee next took up for discussion the problems connected with the education of adult women particularly with reference to the need of providing an adequate number of teachers and other trained workers. The age-group of 18-35 is very important from the point of view of meeting the trained personnel requirements such as Teachers, Gram Sevikas, Midwives and Health visitors etc. under the plan. The Sub-committee felt that greater attention needs to be paid to enable wo-

men of this age-group to offer themselves for training in various fields. It has been estimated that the requirements of such personnel would be about two lakhs during the Second Plan period. In this connection the following specific recommendations are made by the sub-committee.

(a) Facilities should be provided to enable women to have the basic minimum qualification of the VIII standard or the Vernacular Final, to make them eligible for further training as teachers, Gram Sevikas, Midwives, etc.

(b) The sub-committee was informed that many voluntary organisations for women, with which Central Social Welfare Board has been in close touch, had already been conducting such courses for adult women upto the Vernacular Final or the VIII standard but they had usually very meagre resources for the purpose. To enable these institutions to expand the existing facilities, suitable financial assistance should be provided to cover the stipends for the students and the cost of teaching.

(c) The Chairman stated that a sum of about Rs. 25 lakhs may be required to implement this programme during the Plan period. The committee recommends to the Planning Commission that they should take up with the appropriate Ministries (Ministry of Community Development and/or Ministry of Education) the question of providing the requisite amount. It was felt that for the Community Development Blocks and N.E.S. areas the expenditure to be incurred on this programme might be provided by the Ministry of Community Development out of the provision of Rs 12 crores for Social education and for the rest of the areas, the funds might be found from the plan of the Ministry of Education. In any case, this programme should be given a high priority in schemes of Social education.

(d) To expedite the early implementation of this programme it was considered necessary to have a simpler and less complicated procedure of giving assistance to these voluntary institutions. The Committee recommends that both the Central Government and the State Governments should endeavour to make use of the Central Social Welfare Board and the State Welfare Boards, where the officials at the Central and the State levels respectively are represented, to scrutinise the plans of the voluntary organisations for this purpose and to make recommendations for grant.

3. The Committee then took up for discussion subjects relating to the education of women in the age-group 11-17. The Committee felt that since many girls, after passing the Primary or Middle stages of education were unable to prosecute their studies further, other opportunities for giving them suitable training in various trades and vocations should be provided to enable them to have some gainful employment. For this purpose, the sub-committee recommends to the Planning Commission that the possibility of providing Vocational and Trade schools may

be explored especially adapted for girls of these age-groups.

4. The sub-committee next took up for discussion the questions relating to the nature of education for girls at the Elementary, Secondary, and Adult stages and whether the present system of education was helping them to lead a happier and more useful life. The sub-committee felt that some issues in this connection required careful study and investigation. It was, therefore, strongly recommended that suitable committee should be appointed by the Planning Commission to go into various aspects of these questions and submit a report. The Committee felt that at this stage, the question relating to College and University education of women be left out of the purview of the proposed committee and it should concentrate on Elementary and Secondary stages of education and more particularly on the education of adult women. So far as the question of establishing proper Trade and Vocational schools was concerned, the proposed committee could at a later stage, examine this matter in cooperation with experts in this field.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 7 of the Agenda.
10-30 A.M.

Date: September 20 & 21, 1957.
Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Shortages in Teaching Personnel.

Certain shortages of trained personnel which have come to the notice of this Ministry are enumerated below:

(1) In some States there is a dearth of trained Basic teachers, while there is a surplus of such teachers in a few other States where many Basic schools are not functioning. The question of movement of surplus trained personnel in Basic education from one State to another arises certain problems such as payment of higher salaries and special allowances, which it will obviously be difficult for State Governments to meet. Therefore, it is necessary and desirable that the States where sufficient number of trained teachers for Basic institutions are not available, more Basic training institutions should be established to meet the demand.

(2) In the field of Secondary education, it has been brought to our notice by State representatives in various Conferences as well as during visits of our officers to States that difficulty is being experienced with regard to the supply of the following types of teachers:

- (a) Teachers for technical subjects in Multipurpose schools
- (b) Teachers for Fine arts in Multipurpose schools.
- (c) Teachers for Crafts
- (d) Women teachers in Science and Mathematics and Drawing.

(3) In regard to teachers of Technical subjects it has been reported that there is a shortage of qualified persons and even where it has been possible to obtain their services, it has been difficult to retain them in schools as their salary scales are not attractive enough and compare unfavourably with salaries given. For example, in one State the authorities experienced great difficulties and recruited four persons with technical qualifications for the posts of Heads of four of the eight Technical wings that were proposed to be started in the Multipurpose schools. Unfortunately, before the appointees could be confirmed, the persons concerned left for better jobs. No statistical data is available to indicate the magnitude of the problem but on the basis of the discussion which the officers of this Ministry have had with the State representatives in the matter, it appears that the difficulty is general. The question of laying down a suitable minimum scale of pay for such posts may be considered. Suggestions have been made that the scale should be on a par with that

of an Assistant Professor in an Engineering college or with that of an Assistant Engineer.

(4) In the case of women teachers, shortages have been reported in certain special subjects, such as Science, Mathematics and Drawing. This question is obviously tied up with the general question of women's education in this country. It is for consideration if incentives in the form of scholarships and stipends at the college stage and later for training should be provided to attract capable girls, to take to teaching in these subjects.

(5) Apart from the shortages in teaching personnel mentioned above, the State Education Ministers will no doubt be in a position to bring to the notice of the Conference any other difficulty experienced by the States in this regard. The Conference is requested to give thought to this serious problem and to suggest measures to overcome difficulties. The Conference may consider the desirability of introducing a scheme for award of scholarships to cover adequately the cost of education of girls/women students at the Secondary stage of education who give an undertaking to join the teaching profession. In order to attract the right type of teachers to the profession, improvement in salary scales of teachers to levels obtainable in other professions for persons possessing equivalent qualifications also deserve consideration.

(6) The following note received from the Government of West Bengal is for the consideration of the Conference :—

“Recruitment of teachers for schools in rural areas is becoming increasingly difficult day to day, with the expansion of School Service. The main reasons are indicated below:—

- (i) Teachers prefer appointment in urban areas, especially in bigger cities, as —
 - (a) they can supplement their income by other part-time occupations;
 - (b) it is easier for them to provide educational facilities for their children who are grown up;
 - (c) it is extremely difficult for them to find suitable houses in rural areas and so they have to leave their families elsewhere with their relatives where there are housing facilities.

In the circumstances, it is suggested that there should be a special allowance, over and above their grade pay for teachers in rural areas, and special grants should be made in the Development Scheme for provision of teachers' quarters in the rural areas in all Schools, particularly for those meant for girls.”

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 8 of the Agenda. Date: September 20 & 21, 1957
10-30 A.M. Place: Vigyan Bhavan, New Delhi

MEMORANDUM

School Buildings

One of the items which generally holds up implementation of many of our schemes relates to the construction of school buildings by State Governments. At present this work is done by the State P.W.D. who have many other demands to meet. In the case of State Governments which have heavy programmes of construction of buildings for the educational institutions, a suitable machinery should be set up so that progress is not unduly held up. One way out might be for the Education Department to have its own P.W.D. which would be directly answerable to the Department of Education. It is possible that this may have been tried in some States and, therefore, it would be useful to share their experience and consider any other suggestion that may be made to expedite school buildings etc.

Owing to the shortage of steel and cement, the construction programme relating to schools, etc., is often delayed. Greater use of the locally available (indigenous) materials for the purpose of construction of school buildings is one of the effective methods of meeting the situation. The Conference may consider the measures to be adopted to speed up constructional activity in the educational field.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 9 of the Agenda. Date: September 20 & 21, 1957
10.30 A.M. Place: Vigyan Bhavan, New Delhi

MEMORANDUM

Nationalisation of Textbooks in India

There is little doubt that the textbooks used in Indian schools are unsatisfactory on the whole. They lack planning in sequence and load of the content, have limitations relating to vocabulary and the interest levels of the children in the different classes. Often their cost is high. Sometimes they are not produced quickly enough to be on the market when the academic session starts and sometimes the material produced does not conform to the curriculum prescribed. At other times, a change in curriculum does not even interest commercial publishers to take up this work. For instance, when in a certain State the Basic school curriculum was started in schools and the subject of agriculture was stressed in all the class subjects, authors did not come forward to write books with this slant.

All these difficulties have paved the way to "nationalisation" of books. Nationalisation is a process by which the State seeks to take over partially or completely the production of books prescribed for its schools. Complete nationalisation involves State control of the following steps :

1. Formulation of the curriculum
2. Collection of manuscripts
3. Printing
4. Distribution

In practice, nationalisation has varied from State to State. In Bihar 160 books have been nationalised while Assam has produced only three books. On the whole Uttar Pradesh, Bihar, Travancore, Punjab, Madhya Pradesh, Bhopal, Vindhya Pradesh and Jammu & Kashmir have nationalised their textbooks on a fairly large scale. In Bombay where the State Government otherwise objects to the concept of nationalisation certain books for grades 1 to 4 (in three languages) alone have been taken over by the State.

However nationalisation has its own difficulties and the States that have resorted to this measure have had to encounter a number of them. Some of these problems are of the kind that are peculiar to any new enterprise and get solved with experience and time, but some are of a nature that should first be solved before nationalisation can succeed. A few of the latter kind of problems are mentioned below:—

1. Collection of Manuscripts

- (a) "Forming an ideal panel of authors ensuring their harmonious working was a difficult matter. Experts in subjects were poor linguists and good linguists were not experts in subjects." (*Jammu & Kashmir*) "An established panel of authors discussed the material so long that the book was delayed." (*Rajasthan*)
- (b) "The request for manuscripts in 'sets' created trouble. Authors were asked to present books for classes I to V as a unit, to ensure continuity in matter and style. But very few authors came forward to do this". (*Rajasthan*)

2. Payment to Authors

- (a) "The selection of textbooks was a difficult task in cases where very few manuscripts were submitted as there was no likelihood of heavy sale. Perhaps the payment of Rs. 150/- as fee by authors acted as a deterrent." (*Punjab*)

3. Production

"This involved the processes of buying the necessary materials such as paper, board and the like, payment to artists, block makers and printers. All these, because it is a Government sponsored project, had to be executed through the invitation of tenders. It delayed the process and created special problems." (*Rajasthan*)

4. Fixation of Prices

- (a) "In cases where the printing was entrusted to private hands, the fixation of price was difficult as there was no way of checking up the actual work of books and quality of paper". (*Kerala, Punjab, Bihar*)
- (b) "Making available good books at lower prices was a difficult task. Good books mean more expenditure in production." (*Kerala*) But this, we think, is so at the initial stage also.

Conclusion

In spite of the problems mentioned above, the States that have taken to nationalisation feel that textbooks have improved in quality to a considerable extent. With nationalisation it has been possible to achieve the standardisation of the physical features of a textbook relating to the format, paper, type-size, interlinear spaces, illustrations and binding.

The process of nationalisation is in most cases operated on a no-profit-no-loss basis, and a large-scale mass production of a single book has resulted in lower overall charges. All these have reduced the ulti-

mate cost per book and have brought it within the reach of even the poorest child. •

Thirdly, one serious problem, that of the non-availability of textbooks when the schools reopen, has been solved in many cases. Formerly, many States had had the experience of publishers withholding books (at the time the schools reopen) for a month or so in order to create an acute shortage of books and then releasing the stocks to sell their books at higher prices. Bihar and Kerala have now largely solved this problem.

Again, there is a greater planning and gradation of academic requirements from class to class. This also resulted in greater coordination between the State prescribed curriculum and the textbooks produced.

In view of these achievements, those States which have taken over nationalisation feel that, on the whole, it has been beneficial to the States concerned. However, some States strongly feel that it is not a democratic policy. Some object to the use of the word 'nationalisation' even when they have to take over some of the books because of the publishers' reluctance or non-cooperation on poor quality of work.

The Textbook Committees, in the States which have not nationalised books, are not always uninfluenced by private publishers who seek commercial gain. Such States do not generally have any standard objectives or criteria to evaluate the books submitted for consideration. As a result, unsuitable books frequently find their way in the approved lists. The necessary criteria are, however, being worked out carefully by 'The Bureau of Textbook Research.' Some of these defects have been minimised by the process of nationalisation.

STATE EDUCATION MINISTERS' CONFERENCE

Item 10 of the Agenda Date: 20th & 21st September, 1957
10-30 A.M. Place: Vigyan Bhavan, New Delhi.

Training of Teachers for Technical Institutions

Under the Five-year Plan, the Central Government, State Governments and non-Government organisations have undertaken various schemes for the expansion of Technical education facilities on a large scale and a number of Engineering colleges and Polytechnics are in the course of establishment. On the recommendations of the All-India Council for Technical Education all the existing institutions are being improved for providing instructional facilities of the proper standard. A scheme for the expansion of the training capacity of a large number of institutions—19 Engineering colleges and 46 Polytechnics has also been approved and is being implemented. All these efforts are expected to result in an increase in the number of seats for Degree courses from about 6,000 to 10,000 and for Diploma courses from 8,000 to about 20,000 during the current Plan period.

2. In the final analysis the success of all schemes of Technical education will depend upon the extent to which the institutions are able to secure the services of properly qualified and experienced staff. At present there is an acute shortage of teachers for Technical institutions and this shortage will increase as the schemes of establishment of new institutions and of expansion of existing institutions progress. Unless urgent and far-reaching measures are taken to remedy this position all efforts towards the development of Technical institutions in the country will fail.

3. This matter has been considered in detail in the report submitted by Dr. Ghosh and Mr. Chandrakant for the implementation of the recommendations of the Engineering Personnel Committee. They have suggested that a constant and adequate supply of teachers for Technical institutions is only possible by initiating and developing a programme of training of Technical personnel for teaching positions and attracting talented young men qualifying from universities and other institutions to this training. The programme recommended envisages the creation of a number of senior and junior fellowships in selected existing institutions which will constitute the centres for the training of future teachers. The candidates selected for the fellowships will be apprenticed to professors and other senior teachers in the institutions concerned for stated periods, say 3 years. During this period they will participate in the teaching work in the institutions concerned under the guidance of

the professors and acquire the necessary experience. They will also be encouraged for a part of the period to do research in order to equip themselves with the necessary academic competence for holding independent teaching positions later on. They will spend about six months in industry to broaden their outlook and practical experience. On completion of the apprenticeship they will form a pool from which all Technical institutions may recruit teachers for their normal and developmental requirements. It has been recommended in the report that the Senior Fellowships intended for candidates, who will become teachers in Engineering colleges and the Higher Technological institutes should be of the value of Rs 350-25-400, and the Junior Fellowships intended for teachers in the polytechnics of the value of Rs 250-25-300. During the current Plan period a provision of Rs. 23 lakhs has been made for the training of teachers for Technical institutions. It has been suggested that 100 Senior Fellowships and 200 Junior Fellowships may be created in suitable stages involving an expenditure of Rs. 24.525 lakhs. It has further been suggested that as and when the teacher training facilities improve and the demand for trained personnel increases the number of fellowships should be increased.

4. The above proposals have been approved by the All-India Council for Technical Education at its meeting held on the 22nd February, 1957. The Planning Commission has also suggested that the teacher training programme should be implemented immediately.

5. The question of instituting 100 Senior Fellowships and 200 Junior Fellowships for the training of teachers for Technical institutions at selected centres, is now under consideration of the Central Government. Four well established Engineering colleges, one in each region of the country and the Indian Institute of Technology at Kharagpur will be the centres for teacher training programme. It is proposed to enter into arrangements with the T.C.M. for securing the services of experts—American Professors—in the different branches of engineering and technology to assist in the initiation and development of the programme in the five centres.

6. The success of the above scheme will depend upon whether the State Governments and other authorities would recruit teachers to meet their present and future requirements from the proposed pool. Every candidate who is selected under the scheme and trained as a teacher must have assurance of a suitable post; otherwise, not only will his training be wasted but serious difficulties will arise. Cooperation of the State Governments is sought to the following:—

- (i) That they may let the Central Government know in advance their requirements for teachers; and
- (ii) That they agree to meet those requirements from the pool and recruit the personnel from other sources, only when the pool fails to provide them.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 11 of the Agenda. Date: September 20 & 21, 1957.
10-30 A.M. Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

To consider whether in view of the shortage of equipments, accommodation and trained personnel, the period of 10 years fixed for introducing Basic system in India should be extended.

(Note submitted by the Government of Bihar)

The Government of India has already proposed that within ten years all schools in India should be of the Basic pattern. It appears that the target date (within a period of ten years) has already been fixed. By this time, it is well known that the Basic Institutions have certain definite characteristics of their own. The most important feature is the provision for various craft activities of the right standard, and recruitment of a competent staff not only to guide these craft activities, but also to correlate the craft activities with theoretical knowledge. The provision of craft materials, and the selection and training of the teachers, is a difficult task and is bound to take time. In the State of Bihar itself, we will need about 70,000 such Basic trained teachers. If it is contemplated to convert all existing schools into the Basic pattern, it is impossible to have such a large number of trained teachers in the Basic system within a period of ten years, even if we took the re-training of the old teachers through short courses, which should not be less than of six months' duration. If the target date is to be adhered to, the result will not be as effective as desired. This will be simply a change in the nomenclature of the traditional schools into Basic schools, which it is felt will be harmful in the long run, and will defeat the very objective.

It is much better to face the situation frankly and not to be too rigid about the period. It could, therefore, be preferable in the long run to go slow with the process of changing the conventional schools into Basic schools, and to authorise such change only when the school is really fit to adopt the Basic system of education. This, however, should not mean that there should be a slackening in progress, but the States should prepare their own phased plans for conversion of the conventional schools into Basic pattern, with as much speed as possible and give priority for implementation of the agreed objective.

STATE EDUCATION MINISTERS' CONFERENCE

Item 12 of the Agenda Date: 20th & 21st September, 1957
10-30 A.M. Place: Vigyan Bhavan New Delhi

MEMORANDUM

Education facilities for Linguistic Minorities

(Notes submitted by the Government of Mysore)

Consequent on reorganisation of States, the question of safeguarding the educational interests of linguistic minorities is assuming increasing importance. It has been observed that very few Primary schools impart education through the languages of the minorities, such as Marathi, Gujrati, Telugu, Tamil, Malayalam, etc. Instruction in these institution will have to be in the mother tongue of the children. Consequently, necessity has arisen to find out ways and means of securing teachers proficient in these languages and also training them. Besides, there is need for getting textbooks with the relevant guide books. This would involve in turn suitable adjustments at the level of Inspectorates who will have to undergo training courses in the aforesaid languages of the minorities. To achieve this objective as envisaged under the Constitution, Central aid to the extent of 60% of the total expenditure involved in the scheme is necessary on a permanent basis, the balance of 40% of the cost being borne by the States concerned. On the acceptance of this pattern of aid by the Government of India, actual details of expenditure involved in implementing this scheme may be worked out and the Government of India may be pleased to make appropriate provision to meet 60% of the cost.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 13 of the Agenda Dated: September 20 & 21, 1957.
10-30 A.M. Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Raising Social Educational and Economic Standard of Primary School Teachers

(Note submitted by the Education Minister, Punjab)

Primary education is the bedrock of our educational system. Unfortunately till very recently only people with low academic standing have been available as Primary teachers. In consequence our Primary education has suffered in quality. This has had its repercussions on the Secondary and College education in as much as if the foundation is not satisfactory the superstructure cannot be without defects and blemishes. Poor equipment of the teacher has also resulted in loss of prestige and low social standing and, therefore, has created a sense of inferiority among the teachers as a class. All this needs to be changed if we want to improve the quality of our education in the absence of which no nation can make progress.

No one can deny that the educational preparation of the Primary teacher is not satisfactory. Today we recruit matriculates and give them a year or so of professional training and then send them out to build the educational foundations of the children of the nation. Matriculates with one year of teacher training are both intellectually and socially immature persons to be entrusted with the responsibility of building the foundations of intellect and character-formation among the children. They generally lack knowledge, experience, and wisdom and, therefore, cannot assure the development of these desirable traits among the children. One year's teacher training is too inadequate a preparation for discharging their professional responsibilities. The result is that these young people when they go out to the Primary schools are altogether incompetent to meet the challenges of child education. It would, therefore, be necessary to change the educational and professional requirements of the Primary teachers. In other progressive countries a degree is considered to be the minimum desirable academic qualification for the Primary teachers although in some American States they have even begun to insist on a Master's degree in education. Our teacher training too will have to be improved. At present they attend a training institution for nine months and hurry through the various courses of philosophy of education, educational psychology etc. without getting a thorough

insight into these subjects. In fact, they get a superficial, knowledge of a large number of subjects with the result that they do not acquire mastery even in one while the teaching practice is usually relegated to the background. Perhaps it would not be possible at this stage in our country to insist on a degree as a minimum qualification for teaching at the Elementary school but something will have to be done if our educational standards are to be improved. Two years' training after the Higher Secondary examination will perhaps meet our present requirements though it will not be an ideal arrangement.

But improvement of teaching at the Elementary stage is closely bound up with the problem of emoluments. The present salaries of the teachers are altogether inadequate and unless something can be done to improve the grades we will not be in a position to attract a better type of individuals with necessary qualifications to take up teaching work in the Elementary schools. We must offer them salaries which they may be able to get in any other field in order to prevent their migration to more lucrative jobs. At present teaching serves more or less as a stepping stone for the more intelligent people to mark time or better employment elsewhere. This is a very unsatisfactory condition because such individuals cannot devote their full and wholehearted attention to the work of teaching. Moreover, when they leave their jobs the new arrangements usually take sometime and the teaching work is either upset or suspended. We should recruit the right type of persons and offer them the salaries which leave no attraction for them to be on the look out for other jobs. Therefore, it is proposed that we should have one good grade for all types of teachers in which the starting salary may be fixed according to the qualifications. A desirable grade would be Rs. 80-5-110-190-10-250 in which the Elementary Teacher/Higher Secondary Pass with two years' training should start on Rs. 80/- a B. T. or B.Ed. on Rs. 110/- and M.A., B.T. or M.Ed. at Rs. 150/-. The present plurality of grade should be done away with.

Compulsory Insurance would also add to security of life and, therefore, needs to be introduced.

A welfare fund may be constituted on the basis of 1 per cent contributions of all teachers. From this repayable loans may be given to teachers for education, marriage of children, advanced studies, illness, etc. When a teacher retires his contributions would be returned to him.

Long leave for travel or studies should be granted to every teacher who has put in four to seven years of service.

As regards their position in the social hierarchy, it will automatically improve with superior academic qualifications and better salaries. But these alone will not ensure proper status unless both the State and society recognise and appreciate the services of the teacher as builders of the nation. At present teachers are somehow considered inferior to all

other workers. They are not invited to Government functions, celebrations and cultural performances and activities. In the matter of allotment of houses and other facilities too they come at the end of the list. No doubt social standing is something which has to be earned and cannot be established through an executive fiat, yet the Government could do a great deal in changing its treatment of a teacher. In order of priority the teachers should come to the top, because on education depends the prosperity and progress of a nation. Unless the teachers get preference over other services as personnel, it would be futile to expect society to show them greater respect and recognition. And unless that is done the teachers will continue to suffer from inferiority complex which in its turn affects their efficiency as well as the efficiency of the educational system.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 14 of the Agenda Date : September 20 & 21, 1957
10.30 A.M. Place : Vigyan Bhavan, New Delhi.

Making Primary and Secondary Education Helpful for Raising Moral Standard, Sense of Discipline, etc.

(Note submitted by the Education Minister, Punjab)

At present our programme of Secondary education is largely academic and bookish. No provision exists for inculcating social virtues and efficiencies which are necessary to build a great nation. As a result our children, though they know a great deal of mathematics, history, geography, science, etc. and also acquire mastery over various skills such as reading, writing, sports, athletics and so on, yet they are very deficient in the matter of making moral judgements, social adjustments and aesthetic appreciation. Of course, we do have some programme of co-curricular activities to develop these desirable qualities of personalities but the importance attached to these activities is altogether inadequate and, therefore, the results are not very satisfactory. Our students show poor discipline and poor judgment, and their behaviour outside the school leaves much to be desired. Nor are we successful in developing social and cooperative attitudes which are necessary to build a democratic society.

It is, therefore, incumbent on the educational system to make adequate and effective provision for developing these qualities.

This may be achieved in the following ways :

(1) Provision must be made for providing instruction in moral judgments, social adjustments and aesthetic appreciations through a well organised and well planned programme of lectures, discussion groups, conferences, etc.

(2) We should so organise our academic programme that it will develop these social efficiencies through cooperative planning, student participation and teaching through cooperative projects where a large number of students under the direction of a number of teachers work on a common project. While working on these projects the skilful teacher should be in a position to emphasise and bring it to clear focus some of these virtues which find no place in the present lecture or recitation method of imparting instruction. These qualities cannot be developed through preaching or sermonising. These qualities can be developed only through actual experiences where the students have the opportu-

nity to grasp, to understand, analyse and examine for themselves the implications or the consequences of various activities. •

It may also be possible to institute a course called general education which would include history of civilisation, general principles of physical, biological, social sciences, as well as discussions on moral rights, responsibilities and social efficiencies. This course might serve as a centre around which the rest of the programme could be built. Usually the difficulty about such instruction is that the teachers themselves do not have a clear conception and understanding of these social issues. And, therefore, before this programme can be effectively implemented it would perhaps be necessary for a body of experts to sit together and work out the details of the issues which are to form the core of this programme in character formation, which we leave to chance at present but that is very unsatisfactory. Therefore, a comprehensive scheme has to be worked out which will serve as a guide to the schools around which they could build their programme of character education. To give this programme the desired importance it will have to be included in the regular syllabus and the time-table because teachers usually have the tendency to ignore or neglect those subjects which do not form part of the courses of studies or are not included in the regular time-table.

In actual practice this programme will have to be entrusted to a team of teachers who have the necessary understanding and realisation of the value and importance of this programme in the education of our children. Perhaps, it may be necessary to designate this education as moral education and give it a place and importance as given to physical education in the schools, though physical education as organised at present too needs considerable improvement.

It will be necessary to make the school a laboratory in cooperative living if these virtues are to be developed among the pupils. The school programme should be democracy in action, achieved through Self-government, students participating in administration as well as in curriculum planning.

Honesty may be developed through the Honour system, Honesty stores and Self-supervision or Self-evaluation. That these have been successfully practised in some schools shows that they are not the dreams of an idealist but are practices which can be followed when the right type of atmosphere is created in the school.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 15 of the Agenda Date; September 20 & 21, 1957
10.30 A.M. Place; Vigyan Bhavan New Delhi

“Steps to be Taken to Evaluate Achievements, of the First Five-year Plan”

The Planning Commission brought out in May, 1957, a “Review of the First Five-year Plan” covering all the sectors of the Plan. The chapter on ‘Education’ of this Review gives an objective appraisal of the execution of the educational development programmes under the First Plan and the results achieved. The Review shows that 90 per cent of the total provision in the Plan was utilised and establishes clearly that a substantial and satisfactory beginning has been made in the First Plan in the consolidation and reorientation of the system of education. A copy of the chapter on ‘Education’ of his Report is appended.

2. A study of the Review reveals the following:—

- (i) Out of a total provision of Rs 151.7 crores for implementation of educational development programmes which was later revised to Rs 169.6 crores, an expenditure of Rs 152.9 crores was incurred. (In the State Sector 96.5 per cent of the Plan provision was utilised whereas in the Central Sector 71.8 per cent was spent.)

The distribution of the expenditure in the various stages and fields of education was broadly in accordance with that proposed when the plan was drawn up. This is indicated below:

	<i>(Rs. in crores)</i>	
	<i>Expenditure</i>	<i>Plan provision</i>
Primary/Basic education	84.8	93.2
Secondary education	20.2	22.0
University education	13.7	15.1
Technical education	20.2	23.2
Social education	4.7	5.1
Other schemes	9.3	11.0
TOTAL	152.9	169.6

2. The achievements in the different fields of education are set out below :

	1950-51	1955-56
A. ELEMENTARY (Including BASIC) EDUCATION •		
(i) No. of children in age group (6-11) under instruction	1,86,80,000	2,48,12,000
(ii) Percentage of children in age group (6-11) under instruction to total number of children in that age group	42 (Boys: 59 Girls: 25)	51 (Boys: 69 Girls: 33)
(iii) No. of children in age group (11-14) under instruction	33,70,000	50,95,000
(iv) Percentage of children in age group (11-14) under instruction to total number of children in that age group	13.9 (Boys: 22 Girls: 5)	19.2 (Boys: 30 Girls: 8)
(v) Percentage of children in age group (6-14) under instruction to total number of children in that age group	32.0 (Boys: 46 Girls: 17)	40.0 (Boys: 57 Girls: 23)
(vi) Number of Primary/Junior Basic schools	2,09,671	2,77,197
(vii) No. of Junior Basic schools	*1,400	**10,926
(viii) No. of Middle/Senior Basic schools	13,596	21,702
(ix) No. of Senior Basic schools	351	1,529
(x) Enrolment in Basic schools	1,85,000	11,00,000
(xi) Urban areas under compulsory Primary education	396	1,082
(xii) Villages under compulsory Primary education	20,261	38,726
(xiii) No. of pupils covered under compulsory Primary education at (xi) and (xii) above.	41,66,000	60,32,000
(xiv) Number of teachers in Elementary schools	6,85,000	9,32,000
(xv) Percentage of trained Primary school teachers.	59%	64%

*Excludes 31,979 Basic Primary schools of U. P.

**Excludes 31,898 -do- -do-

(xvi) Number of Teachers training schools	782	915
(xvii) Enrolment in Teachers Training schools	70,063	91,530
(xviii) Number of Teacher Training institutions for Basic education	124	482
(xix) National Institute of Basic education	—	1

B. SECONDARY EDUCATION

(xx) No. of boys and girls in age group (14-17) under instruction	14,50,000	23,03,000
(xxi) Percentage of boys and girls in age-group (14-17) under instruction to population of that age-group	6.4%	9.4%
(xxii) No. of Multipurpose schools established	—	334
(xxiii) No. of High schools upgraded to Higher Secondary	—	47
(xxiv) Total No. of High/Higher Secondary schools (including M.P. schools)	7,288	10,695
(xxv) No. of Secondary School Teachers	58,000	92,000
(xxvi) Percentage of trained Secondary school Teachers	54%	56%
(xxvii) No. of Teachers' Training Colleges	53	102
(xxviii) Enrolment in Teachers' Training colleges	5,585	12,000

C. UNIVERSITY & COLLEGIATE EDUCATION

(xxix) No. of Universities	28	32
(xxx) No. of Colleges	695	965
(xxxi) No. of students receiving University education	396,745	720,000

D. SOCIAL EDUCATION

(xxxii) Percentage of literacy (estimated)	16.6% (Male: 24.9 Female: 7.9)	20% (Male: 31.0 Female: 10.0)
(xxxiii) Percentage of literacy excluding age group (0-10) (estimated)	20.0% (Male: 31.0 Female: 10.0)	25.0% (Male: 39.0 Female: 12.5)
(xxxiv) No. of Central Libraries of the States		7
(xxxv) No. of District Libraries		100
(xxxvi) No. of Janta Colleges		23
(xxxvii) National Fundamental Education Centre		1

E. TECHNICAL EDUCATION

(xxxviii) *Engineering Institutions at
Degree Level.*

Number of Institutions	35	47
Intake	3,337	4,875
Output	1,700	3,395

(xxxix) *Engineering Institutions at
Diploma Level*

Number of Institutions	61	88
Intake	5,350	9,418
Output	2,146	3,511

(XL) *Technological Institutions at
Degree Level*

Number of Institutions	25	28
Intake	782	879
Output	498	613

(XLI) *Technological Institutions at
Diploma Level*

Number of Institutions	31	39
Intake	553	1198
Output	332	561

3. The achievements reported in the Planning Commission's Review of the First Five-year Plan are the result of

- (a) Schemes undertaken by the State Governments, independently with their own resources—both human and financial.
- (b) Schemes executed by the Central Government directly, and
- (c) Schemes executed by the States with the assistance of the Central Government.

The following are some of the important schemes executed by the States with financial assistance from the Centre:—

- (i) *Expansion of Basic Education* :—The Centre assisted to the extent of 30% of the additional expenditure involved in
 - (a) establishment of new Basic Training colleges,
 - (b) the conversion of existing training institutions into Basic institutions,
 - (c) the opening of new Basic schools,
 - (d) the conversion of existing schools into Basic,
 - (e) the training of craft teachers,
 - (f) the introduction of crafts in schools, and
 - (g) the preparation of teaching material for Basic schools.

Owing to the difficulties experienced by the States in finding their contribution to match the Central grants the progress made in this Scheme was not very satisfactory, as against the Plan provision of Rs. 3 crores by the Central Government for assistance to the States, only a sum of Rs. 69.24 lakhs was sanctioned.

(ii) *Intensive Educational Development in Selected Areas* : The objectives of this scheme were (a) to establish in each State a group of experimental and closely integrated Basic institutions from the Junior Basic school to the Post-graduate Training college and (b) to link up this Basic experiment with a certain measure of experimental work in the field of Social education by establishing Community Centres, Library Services and Janta Colleges. In consultation with the State Governments 37 areas were selected for implementing this Scheme. The Central Government assisted in setting up 20 Post Graduate and 28 Under-graduate Basic Training colleges, 23 Janata Colleges, 145 Community Centres and 28 integrated Library Service Units. 1404 Primary schools were also improved in the selected areas. The total assistance given by the Centre was Rs. 1.4 crores.

(iii) *Implementation of the Recommendations of the Secondary Education Commission* : Central assistance was sanctioned for the establishment of 470 Multipurpose schools to provide diversified courses as follows;—

Science Courses	229
Technical Courses	213
Commerce Courses	172

Agricultural Courses	168
Fine Art Courses	71
Home Science Courses	101

In fact, however, only 334 Multipurpose schools were established.

Programmes for improving the teaching of Science were taken up in 214 schools and for improving existing teaching facilities in general in 1072 schools. Libraries were improved in 1064 schools and crafts introduced in 1199 schools. Training programmes for teachers were introduced in 13 colleges and 10 other centres.

The total assistance offered by the Centre to the States on this scheme was Rs. 4.24 crores.

(iv) *Research Projects in Secondary Education.* Assistance was given for undertaking or for completing research on 30 approved problems connected with Secondary education. 21 Teachers Training Institutions and University Education Departments participated in this scheme. The problems covered

- (a) construction and standardisation of objectives, interests, intelligence, aptitude and achievement tests in different school subjects.
- (b) research in teaching methods,
- (c) wastage in Secondary education and
- (d) preparation of suitable curricula and syllabi for social studies.

Grants aggregating approximately to Rs. 2 lakhs were given by the Central Government for this purpose.

(v) *Selective Educational Experiments :* Under this scheme assistance was given to the State Governments for the development of selected Primary schools as school-cum-community development centres, improvement of library services, training of teachers and workers in Social education, development of agencies of *Pre-school* education, and the establishment of urban Basic schools. A sum of Rs. 1.7 crores was sanctioned by the Central Government during the Plan period.

(vi) *Relief of the Educated Unemployed:* 80,000 additional teachers were appointed in new and existing rural schools. 1749 Social education centres were established in the urban areas during the Plan period. While the target in regard to the teachers was fulfilled, there was a short fall in the establishment of Social education centres by 6251. This was due to the poor response from Municipalities and voluntary organisations who were expected to set up Social education centres in urban areas. The programme could not be carried out for want of trained social education workers who were not available on the low salary offered. The total expenditure on this scheme amounted to Rs. 7.75 crores during the Plan period.

4. In May, 1955, a letter was addressed to all State Directors of Education Public Instruction requesting them to make an evaluation

survey as critically and objectively as possible of the schemes undertaken under the First Five-year Plan in order to find out how far the objectives in view had been achieved, how far the methods adopted and machinery set up for administration had been effective and what were the causes that retarded the full development of the programmes. It was pointed out that the Government of India were particularly interested in evaluation reports on the following schemes initiated under the auspices of Central Government as pilot projects,

- (1) Intensive Educational Development in Selected Areas
(Scheme No. 1)
- (2) Research Projects in Secondary Education
(Scheme No. 2 (a))
- (3) Selective Educational Experiments (Scheme No. 4)
- (4) Expansion of Basic Education (Scheme No. 14 A (2))
- (5) Reorganisation and Improvement of Secondary Education.

Reports were received from the States of Andhra, Pepsu, Saurashtra, Bihar, Mysore, Travancore-Cochin, Coorg, West Bengal, Rajasthan, Hyderabad, Bombay, Bhopal, Ajmer and Andaman & Nicobar Islands. The other States did not furnish any report. A study of the reports received reveals that by and large the material contains statistical information rather than qualitative appraisal of the achievements.

5. Recently the State Governments were requested to send a note on the steps taken or proposed to be taken by them to evaluate the achievements of the First Five-year Plan, together with such general observations that they might like to make for discussion at the Conference. Replies have so far been received from the Governments of Bihar, Madras and Kerala.

The Government of Bihar have stated that quarterly progress reports of expenditure and achievements of physical targets for schemes under the Second Five-year Plan are prepared by the officers authorised to execute the schemes. The material collected is compiled and placed before the Departmental Committee consisting of the Officers of the Secretariat and Directorate, who review the progress and the final progress report is sent to the Development Commissioner. The Development Commissioner submits a consolidated report of all the Departments to the Chief Minister and he (Chief Minister) reviews the progress in a meeting of Secretaries and Heads of Departments. The State Government has expressed the view that the evaluation of the achievements of the First Five-year Plan at this stage will be merely post-mortem work as the implementation of the schemes of the Second Five-year Plan has already begun on a more planned and scientific basis. That Government has suggested that such evaluation, if carried out, should be concurrent and annual so that the shortcomings pointed out by the Evaluating Officers may be made up in the succeeding year.

The Government of Madras has sent a note explaining the progress attained in the field of education under the First Plan. The State Government do not propose to undertake any further evaluation of the achievements of the First Plan.

The Government of Kerala has stated that no special machinery has been set up by the State Government to evaluate the achievements under the First-Five-year Plan. That Government has, however, promised to send a note in this regard in due course.

6. So far as the evaluation of achievements in Basic education is concerned, the Assessment Committee on Basic Education appointed by the Government of India made an on-the-spot sample study of the development of Basic education in the different parts of the country and made detailed recommendations for its further development on sound lines. The recommendations of this Committee have generally been accepted by the Central Advisory Board of Education, the Central Government and the Conference of State Education Ministers held in September, 1956. The Assessment Committee recommended, *inter alia*, that after a few years when there is a greater development of Basic education, another Assessment Committee may be appointed to assess, scientifically and in a detailed manner, the progress of Basic education in the country. No such evaluation of any other scheme covering a certain stage or phase of education has been carried out on an All-India basis.

7. The questions for consideration are:—

- (i) Whether evaluation of the entire work done during the First Five-year Plan should be carried out at this stage or should such evaluation be restricted to selected schemes.
- (ii) What should be the agency employed for the purpose? Should the State Governments arrange for evaluation of work done in their respective States or should special All-India Committees be appointed as in the case of Basic education to deal with special fields.
- (iii) What measures should the State Governments adopt for ensuring a continuous and concurrent evaluation of the results of Schemes undertaken by them in the Second Five-year Plan.

ANNEXURE TO ITEM NO. 15

(Review of the First Five-year Plan—Chapter XII—Education)

EDUCATION

In the First Five-year Plan an attempt was made to assess educational development up to about 1950. It was pointed out that only 40 per cent of the children in the age-group 6-11 years and 10 per cent in the age-group 11-17 years were attending school. There were disparities in the provision of educational facilities between different parts of the country, between different sections of the population and, in particular, between urban and rural areas. Considerable wastage occurred at various stages of the educational system. Facilities for Technical and Vocational education were altogether inadequate. The proportion of teachers without training exceeded 41 per cent in Primary schools and 46 per cent in Secondary schools. There was considerable shortage of women teachers. Scales of pay and conditions of service for teachers were generally unsatisfactory and were in part responsible for low teaching standards. The removal of deficiencies such as these will necessarily take time, but it may be said that during the First Five-year Plan substantial beginnings have been made. There was a fair amount of expansion in educational facilities, and a number of steps were taken towards the consolidation and reorientation of the system of education.

2. During the First Five-year Plan the annual expenditure of the Central and State Governments on education increased from Rs. 65 crores in 1950-51 to Rs. 116 crores in 1955-56. During the same period development expenditure on education, as distinct from expenditure on the maintenance of institutions already established increased from less than Rs. 20 crores in 1950-51 and 1951-52 to about Rs. 47 crores in 1955-56. Expenditure on education from sources other than Government was estimated in 1955-56 to be about Rs. 71 crores compared to about Rs. 49 crores before the plan. During the plan period development expenditure on education at the Centre and in the States was as follows:

	1951-52 Actuals	1952-53 Actuals	1953-54 Actuals	1954-55 Actuals	1955-56 Revised	1951-56 Total	Original Plan	1951-56 after adjust- ment
1	2	3	4	5	6	7	8	9
Centre...	2.4	3.0	3.2	9.9	13.1	31.6	35.0	44.0
States ...	17.4	19.4	23.4	27.4	33.7	121.3	116.7	125.6
Total...	19.8	22.4	26.6	37.3	46.8	152.9	151.7	169.6

The total expenditure during the Plan period of about Rs. 153 crores compares with the outlay of Rs. 152 crores provided in the Plan as drawn up in 1952 which figure was raised, through additions and adjustments to about Rs. 170 crores.*

3. The distribution of Plan expenditure between different branches of education for the period as a whole and from year to year is given below:

Rupees Crores						
	1951-52 Actuals	1952-53 Actuals	1953-54 Actuals	1954-55 Actuals	1955-56 Revised	1951-56 Total
1	2	3	4	5	6	7
Primary/Basic Education	12.3	13.3	16.6	20.4	22.2	84.8
Secondary Education	0.8	1.4	1.7	6.3	10.0	20.0
University Education	2.0	2.2	2.3	3.1	4.1	13.7
Technical Education	3.7	3.9	4.3	3.9	4.4	20.2
Social Education	0.2	0.8	0.8	1.0	1.9	4.7
Other Schemes	0.8	0.8	0.9	2.6	4.2	9.3
TOTAL.	19.8	22.4	26.6	37.3	46.8	152.9

*During the First Five-year Plan period the total expenditure on education, including both development and non-development cost, was Rs. 761 crores, it rose from Rs. 114 crores in 1950-51 to Rs. 187 crores in 1955-56. Of this, expenditure from Government sources amounted to Rs. 450 crores, and contributions from sources other than Government to Rs. 311 crores. The latter sum included Rs. 73 crores on account of local bodies, Rs. 162 crores from fees and the balance from endowments and other sources.

The distribution of outlay under different heads was broadly in accordance with that proposed when the Plan was drawn up.

4. The increase in the number of pupils in the age-group 6—14 years and in the number of institutions imparting education during the period 1950-51 to 1955-56 is shown in the table below:

	1950-51	1955-56	Percentage increase
Pupils-			
6-11 years.	18,680,000	24,812,000	32.3
11-14 years.	3,370,000	5,095,000	50.3
6-14 years	22,050,000	29,907,000	35.6
Institutions-			
Primary Junior Basic schools	209,671	277,197	32.2
Middle Senior Basic schools.	13,596	21,702	59.6

Although the proportion of girls for Elementary education increased to a greater extent than in previous years, there was still considerable disparity between boys and girls, as will be seen from the following table,

Number of pupils as percentage of number of children in different age-groups

Age-group.	1950-51		1955-56	
	Boys	Girls	Boys	Girls
Primary (6-11)	59	25	69	33
Middle (11-14)	22	5	30	8
Elementary (6-14)	46	17	57	23

Compulsory education, which had been introduced in 396 urban areas before the plan, was in force in 1955-56 in 1082 urban areas; the increase in the number of villages with compulsory education was from 20,261 to 38,726 villages.

5. The rate of growth in facilities for Elementary education varied in different States. The statement below gives the percentage of pupils compared to the total population in the age-group 6-11 and 11-14 in 1950-51 and 1955-56 in the various States as they existed before reorganisation.

State	Age-group	6-11	Age-group	11-14
	1950-51	1955-56	1950-51	1955-56
Andhra	(Estimated) 53.5	68.4	(Estimated) 16.4	20.2
Assam	58.4	60.8	17.6	21.7
Bihar	29.8	34.0	8.4	9.9
Bombay	70.4	80.0	18.9	20.6
Madhya Pradesh	31.4	44.3	6.6	10.8
Madras	53.5	68.5	16.4	21.9
Orissa	25.5	33.6	5.3	6.9
Punjab	38.7	57.9	15.7	25.1
Uttar Pradesh	35.1	32.6	11.8	13.7

West Bengal	55.8	80.3	12.9	21.1
Hyderabad	24.9	34.5	5.5	10.6
Jammu & Kashmir	12.2	25.4	8.7	11.2
Madhya Bharat	25.3	44.4	7.3	11.7
Mysore	52.6	55.0	17.2	18.8
Pepsu	23.4	44.4	13.7	23.3
Rajasthan	15.1	22.4	5.0	8.3
Saurashtra	38.2	54.0	11.6	13.9
Travancore-Cochin	98.6	100.0	31.5	44.6
Ajmer	41.9	59.0	16.3	21.9
Bhopal	15.5	52.6	3.5	8.7
Coorg	61.5	95.7	27.8	45.9
Delhi	61.3	87.6	24.9	53.9
Himachal Pradesh	24.5	46.9	7.9	16.2
Kutch	23.1	41.0	9.3	14.3
Manipur	40.4	86.7	15.4	19.7
Tripura	27.8	60.8	13.4	20.2
Vindhya Pradesh	19.9	44.7	4.3	8.5
Pondicherry	34.6	50.3	15.7	21.8
NEFA	2.1	7.0	0.2	0.9
Andaman & Nicobar Islands	24.8	32.6	8.3	11.3
ALL INDIA	42.0	51.2	13.9	19.2

It will be seen that in both age-groups there was general increase in the number of pupils.

BASIC EDUCATION

6. Although the need to reorient Elementary education along the lines of Basic education was realised and accepted as a basis of policy several years ago, work in this field before the First Five-Year Plan had been limited to a few States and areas and was largely of an experimental

and pioneering character. As a result of steps taken during the First Plan, the development of Basic education has become an integral part of the programme for improving Elementary education and in different degrees almost all States have advanced in this direction. During the Plan period the increase in the number of pupils, schools and institutions for training Basic teachers was as follows:—

	1950-51	1955-56
Pupils	1,85,000	11,00,000
Junior Basic schools.	1,400	10,926
Senior Basic schools.	351	1,529
Number of Teachers Training institutions.	124	482

The Ministry of Education assisted States in trying out a comprehensive scheme for the expansion of Basic education which included programmes for establishing new Basic schools, converting existing Primary schools into Basic schools, introduction of crafts in schools, preparation of teaching materials and extension of facilities for training teachers for Basic schools.

7. In consultation with States, 37 areas were selected for carrying out on Basic lines programmes of intensive educational development which included the establishment of Training colleges for graduate as well as under-graduate teachers in Basic schools, Community centres, Janata colleges (institutions for training rural leaders) and library services, as well as measures for improving existing Primary schools. In all, under this programme the Central Government assisted in setting up 20 post-graduate and under-graduate Basic training colleges, 23 Janata colleges, 145 Community centres and 28 Library service units and in improving 1404 Primary schools in the selected areas. In the last year of the Plan, the Ministry of Education established the National Institute for Research in Basic Education at Delhi. Attempts were made to bring all Elementary schools, in which Basic education could not be immediately introduced, nearer to the Basic pattern by introducing in them such activities of Basic schools as could be easily introduced with the facilities available.

8. Over the years, as work in Basic education proceeded and experience was gained, it became possible to relate the initial thinking on the subject with the practical problems which arose in the development of Basic education. Towards the end of the Plan period, the Central Advisory Board of Education approved of an authoritative statement outlining the correct concept of Basic education. This statement now guides further programmes in Basic education.

SECONDARY EDUCATION

9. For many years Secondary education has been generally regarded as being in some ways the weakest link in the system of education in India. Secondary schools supply teachers for Elementary schools and students for higher institutions. The quality of Secondary education is, therefore, decisive in determining standards at other stages of education. A good system of Secondary education, which prepares the way for opening in many different directions, is essential to sound economic development. While piecemeal reforms were proposed and introduced from time to time the problems of Secondary education as a whole were not considered in a comprehensive manner until the appointment of the Secondary Education Commission in 1952.

10. During the First Five-Year Plan the number of pupils in the age-group of 14-17 increased from 14.50 to 23.03 lakhs. Although this indicated an increase of about 59 per cent in the number of pupils, as a percentage of the total number in the age-group the increase was from 6.4 to 9.4 per cent only. The number of Secondary schools increased by 47 per cent from 7288 to 10,695. This includes 334 Multipurpose schools which are referred to later and 47 High schools which were upgraded to the Higher Secondary level.

11. The Secondary Education Commission drew pointed attention in its report to the shortcomings of the present system of Secondary education. They considered that the traditional methods of teaching and the curricula followed did not train the whole personality of the pupil and excessive emphasis on the study of the English language led to comparative neglect of other important subjects. The Commission made recommendations for making the system of Secondary education more broadbased, introducing greater diversity in the syllabus and preventing wastage. They envisaged that a period of 4 or 5 years of Primary or Junior Basic education would be followed by three years in a Middle or Senior Basic or Junior Secondary stage and a further period of four years in the Higher Secondary stage. After this Secondary schooling of about 11 years till the age of 17, the first degree course could be of three years' duration. The Commission recommended the establishment of Multipurpose schools and of Technical schools separately or as part of Multipurpose schools and the provision of facilities for agricultural education in rural schools. Towards the end of 1954-55, the Ministry of Education sponsored a programme for establishing 500 Multipurpose schools assisting 300 existing schools with better facilities for the teaching of science, providing libraries in 500 Multi purpose and 1,500 ordinary Secondary schools and introducing the teaching of crafts in 2,000 Middle schools along with the necessary supporting programmes for the training of teachers, organisation of seminars, etc.

12. It was not until the last year of the plan that the programme

came into effective operation. During the Plan period 470 Multipurpose schools were approved and 334 established. Programmes for improving the teaching of science were taken up in 214 schools, for improving existing teaching facilities in general in 1072 schools, for improving libraries in 1064 schools and for introducing crafts in 1199 schools. Training programmes for teachers were introduced in 13 colleges and 10 other centres. A Bureau of Textbook Research and a Bureau of Educational and Vocational Guidance were set up in the Ministry of Education and assistance for establishing a Guidance Bureau was given to the States of Assam, Bihar, Saurashtra, Madhya Pradesh, Bhopal and Orissa. Three Vocational guidance centres were established in Madhya Bharat. Educational experiments and research projects in Secondary education were taken up at a number of centres. An important project taken up in the last year of the Plan was the establishment of extension departments at 24 post-graduate training colleges, the object being to provide training to teachers in service through the organisation of seminars, workshops, conferences, discussion groups, educational exhibitions etc. Another useful project has been the organisation of seminars of headmasters of Secondary schools, inspecting officers, teachers in training colleges, etc., for the discussion of common problems of objectives and methodology. These and other activities have been carried out under the guidance of the All-India Council for Secondary Education which was set up with assistance made available by the Ford Foundation. To improve teaching in training colleges and promote research, 21 research projects were taken up in 18 training colleges.

UNIVERSITY EDUCATION

13. The problems of reform and reorganisation of University education were considered carefully by the University Education Commission which reported in 1949. One of the principal recommendations of the Commission was that a committee or commission should be set up for allocating capital and recurring grants made by the Central Government to universities and taking steps, in consultation with the universities, for the promotion and coordination of university education, determination and maintenance of standards of teaching, examinations and research. An *ad hoc* University Grants Commission began to function in 1954 and early in 1956 Parliament enacted the University Grants Commission Act, which set it up as a statutory body.

14. During the First Five-Year Plan the number of University students increased from 396,745 to about 720,000, the number of Universities from 28 to 32 and the number of colleges from 695 to 965. The pressure for expanding College education, without making adequate provision for ensuring the quality of teaching has been widespread and persistent. This conflict between the urge for expansion and the need for

quality has rendered more complex the task of reorganisation of University education.

15. The University Education Commission had devoted attention to the question of setting up Rural universities but specific schemes could not be evolved for giving practical shape to the proposal. Various suggestions on the subject were examined afresh by the Higher Rural Education Committee which reported in 1955. This Committee recommended the establishment of a series of Rural Institutes (as distinct from Rural Universities) which would provide facilities for higher studies to students who complete their post-Basic or Higher Secondary courses in subjects such as rural hygiene, agriculture, rural engineering, extension etc. The Central Government have constituted a Council for Rural Higher Education and have selected 10 existing institutions for development along lines recommended by the Higher Rural Education Committee.

TECHNICAL AND VOCATIONAL EDUCATION

16. The need for expanding Technical and Vocational education was realised in the years following the Second World War. In 1945 the All-India Council for Technical Education was set up for advising the Central and State Governments on the schemes of development in Technical and Vocational education. Early in 1947 the Scientific Manpower Committee was given the task of assessing the requirements of scientific and technical personnel in relation to the post-war development programmes which were then under consideration. A number of steps for increasing facilities in this field were taken before the First Five-Year Plan. These included the establishment of the Indian Institute of Technology at Kharagpur, selection of 14 technical training institutions for further development, the provision of research training scholarships and stipends for practical training and other schemes for the promotion of Scientific and Technical education and research. The results of the measures initiated in this period and those taken under the First Plan are reflected in the increase in the output of engineering and Technological institutions during the period 1947-55:—

	1947	1950	1951	1952	1953	1954	1955
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A. Engineering:—

(1) Degree level

Institutions	28	35	39	41	41	43	47
Intake	2,520	3,337	3,893	4209	4436	4457	4875
Output	950	1,700	2,163	2426	2286	2602	3395

(2) Diploma level

Institutions	41	61	64	65	66	70	88
Intake	3,150	5,350	5,485	5786	6550	7619	9418
Output	1,150	2,146	2,257	2332	2505	2982	3511

B. Technology:—

(1) Degree level

Institutions	16	25	24	27	27	27	28
Intake	420	782	895	975	1014	1011	879
Output	320	498	530	525	594	605	613

(2) Diploma level

Institutions	20	31	29	30	32	34	39
Intake	520	553	731	713	663	694	1,198
Output	290	332	369	323	242	415	561

Increase in admissions is reflected in increase in output after a period of three or four years. There is also a certain amount of wastage due to failures.

17. During the First Five-year Plan the Central Government and the All-India Council for Technical Education completed a number of programmes begun earlier, and the total outlay on technological education was about Rs. 11.5 crores. This included an expenditure of about Rs. 4.2 crores on the Institute of Technology at Kharagpur, Rs. 78 lakhs on the development of the Indian Institute of Science, Bangalore, Rs. 1.9 crores for the development and expansion of 14 selected institutions, about Rs. 4 crores for the development of Scientific and Technical education and research and over Rs. 50 lakhs for scholarship schemes. By the end of the First Plan, the Kharagpur institute had 1400 students and 15 departments in various branches of engineering and technological studies. At the Indian Institute of Science, Bangalore, among the departments developed were those for aeronautical power, internal combustion and electrical communication engineering. Under the Practical Stipends scheme facilities were arranged in 160 private industrial undertakings and four public undertakings for 645 graduates and 277 diploma holders. Under the Research Scholarship Training Schemes, in 1955-56, 314 senior and 235 junior scholarships were awarded. A number of specialised courses for which facilities had not previously existed, were also organised during the First Five-year Plan. These included courses for business administration and management to several centres, printing technology, architecture and town and country planning. Steps were also taken towards the establishment of the Administrative Staff College and the Institute of Management. Under the guidance of the All-India Council for Technical Education, the requirements for the development of 91 institutions were assessed and development programmes in 46 of these institutions were taken in hand. Hostel facilities at technical institutions

were also expanded, a total expenditure of Rs. 1.23 crores being incurred for the purpose.

The number of Technical and Vocational schools rose from 109 in 1950-51 to 149 in 1955-56. A number of High schools in the Bombay State were converted into Technical High schools.

SOCIAL EDUCATION AND LITERACY

18. Attempts to expand Adult education during the past two or three decades came up against two sets of problems. On the one hand, there was somewhat excessive emphasis on literacy alone: on the other the number of persons rendered literate were sometimes reported incorrectly and many of them lapsed into illiteracy. As a result of the experience gained, a wider concept of Social education emerged, which included, besides literacy, health, recreation and home life, some knowledge of civics, training in simple crafts and citizenship training. This formed the basis of the Social education programmes during the First Five-year Plan.

19. During the decade 1931—41 the proportion of population which was literate increased from 8.3 to 14.6 per cent. This rate of progress was not maintained in the following decade and the proportion of the population which was literate increased only to 16.6 per cent in 1951. If children up to 10 years of age are excluded, the literate population represented 9.1 per cent of the population in 1931, 17 per cent in 1941 and 20 per cent in 1951. In 1950—51 in two States literate persons accounted for more than 35 per cent of the population, in two others, for 25 to 35 per cent in 12 for 15 to 25 per cent and in 11 for 6 to 15 per cent. It is roughly estimated that in the course of the First Five-year Plan excluding the age group up to 10 years, the proportion of literates increased from 20 to 25 per cent. As is well known, there is a marked disproportion in literacy as between men and women and as between rural and urban areas. With the advent of the National Extension and Community Projects programme, however, greater attention is being given to the advance of Social education and literacy in rural areas.

20. The Social education programme followed in the First Five-year Plan included, besides literacy centres, the setting up of Community centres, Libraries and Janata colleges. During the Plan period nearly Rs. 5 crores were spent on Social education. A National Fundamental Education Centre for research and training of higher personnel in the field of Social education was set up towards the end of the Plan and departments of Social education in a number of States were strengthened.

TEACHERS

21. The number of teachers in Elementary schools increased from 685,000 in 1950—51 to 932,000 in 1955—56, the corresponding increase in the number of Secondary school teachers being from 58,000 to 92,000,

During the Plan the number of trained Primary school teachers rose from 59 to 64 per cent and of trained Secondary school teachers from 54 to 56 per cent. The annual enrolment of teachers in Training schools increased from 70,063 to 91,530 and in Training colleges from 5,585 to 12,000. The number of training colleges rose from 53 to 102 and of training schools from 782 to 915. Thus, at the end of the Plan in spite of the expansion of training facilities, there was still much leeway to be made up.

22. The question of improving the pay and conditions of service of teachers has been in recent years an important aspect of the reorganisation and improvement of the system of education. Although limitations of resources were recognised, it was hoped that States would be able to give more attention to the revision of pay scales of teachers. In a number of States scales of salaries of Primary school teachers, Secondary school teachers and of College teachers were revised, but it was recognised that much more remained to be done and towards the end of the plan Central Government offered a small measure of assistance to the States for this purpose.

PROGRESS IN RURAL AREAS

23. There has been some progress in the direction of increasing educational facilities in rural areas relatively to those available in urban areas. In the field of School education, the total number of institutions is estimated to have increased by 29.3 per cent from 232,000 to 300,000, while the number of institutions located in rural areas is estimated to have increased by 34.9 per cent, from 189,000 to 255,000. At the beginning of the Plan, rural areas had 84 per cent of Primary and Junior Basic schools, 77 per cent of Middle and Senior Basic and 39 per cent of High schools. It is reckoned that by the end of the Plan these proportions had risen to 90.77 and 44 per cent respectively. The following statement gives an estimate of the distribution of schools in rural areas as between villages in different population categories;

	Total number of villages	Number of villages with schools
Villages with :		
Population below 500	3,85,550	1,68,550
Population between 500 and 2000	1,57,582	1,21,582
Population between 2000 and 5000	29,595	20,241
Population over 5000	4,577	4,564
	<hr/> 5,77,304	<hr/> 3,14,937

GIRLS' EDUCATION

24. There has also been some progress during the First Five-year Plan, in respect of girls' education. In 1950—51, girls accounted for 26.7 per cent of the total number of pupils in Primary and Middle classes, for 13.9 per cent in High and Higher Secondary classes and for 12.4 per cent in colleges and universities. By 1954—55, these proportions had risen to 38.2, 16 and 13.6 per cent respectively. During this period the total number of girls in educational institutions increased from 6.1 to 8.1 million. The greater part of this increase was secured through the advance of co-education, the number of institution reserved for women having risen during the period from 16,814 to 18,617.

EDUCATION OF HANDICAPPED PERSONS

25. A centre for the education of juvenile delinquents was established at Hazaribagh in Bihar. Schemes for the grant of scholarships for the blind, the deaf and other handicapped persons were introduced and assistance was given to a number of voluntary organisations working in this field of social welfare. An All-India Council was set up for supervising and guiding the development of education for various groups of handicapped persons.

OTHER DEVELOPMENT SCHEMES

26. Expansion educational facilities in rural and urban areas was one of the programmes adopted in 1953 to relieve educated unemployment. About 80,000 additional teachers were appointed in new and existing rural schools, 19,521 in 1953—54, 35,675 in 1954—55 and 24,804 in 1955—56. A smaller measure of success attended the proposal to assist the establishment of Social education centres in urban areas, the numbers established being 1,749 as against the initial target of 8,000. The total expenditure on the programme was about Rs. 7.8 crores.

27. Under the First Five-year Plan a sum of Rs. 1 crore was provided for labour service and social work by students with the object of enabling them both to learn new attitudes towards labour and to participate in tasks of national reconstruction. About Rs. 74 lakhs were utilised for labour service camps and about Rs. 25 lakhs for activities within the college or university campus which might be of direct interest to students such as the construction of Swimming Pools, Open-air theatres, Auditorium-cum-Recreation Halls, etc.

There was also considerable increase in student camps organised by the National Cadet Corps and the Auxiliary Cadet Corps, State Governments, the Bharat Sevak Samaj and other voluntary organisations. Thus, during the last year of the Plan 958 student camps were held and as many as 1,12,062 students participated in them.

28. For several years the Central and State Governments have

devoted increasing resources to the grant of scholarships, studentships etc., for students for scheduled tribes, scheduled castes and other backward classes. From an average provision of less than Rs. 20 lakhs at the beginning of the Plan, the provision made by the Ministry of Education in the closing years exceeded Rs. 1 crore. The number of students assisted increased from about 3,000 to about 24,000 per year.

29. To assist the fulfilment of the Directive of the Constitution for the replacement of English by Hindi over a period of 15 years, steps were taken by the Ministry of Education for the development of Hindi terminology in different fields, publication of standard textbooks, preparation of dictionaries and grammar, and of books for non-Hindi speaking readers, and facilities for training Hindi teachers were expanded.

30. A number of institutions for encouraging and promoting activities in different cultural fields came into existence during the First Five-year Plan. These include the Sangeet Natak Akadami (Academy of Dance, Drama and Music), the Lalit Kala Akadami (Academy of Arts), the Sahitya Akademi (Academy of Letters), The National Book Trust, the South India Book Trust and the National Gallery of Art. Work on the construction of the National Theatre, the National Museum and the National Central Library, also commenced before the end of the Plan.

31. Grants amounting to Rs. 23 lakhs were approved for voluntary organisations engaged in experimental and research work in the field of education.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 16 of the Agenda Date: September 20 & 21, 1957
10-30 A.M. Place: Vigyan Bhavan, New Delhi

MEMORANDUM

Difficulties experienced in Implementation of the Educational Development Programme under the Five-year Plan

Difficulties of varying nature are reported to have been experienced by the State Governments in the implementation of the Educational Development Programmes. One of the most common difficulties is the scarcity of building materials like Steel and Cement. This point has also been raised in the memorandum on item No. 8 of the Agenda, and it is suggested that the greater use of the locally available (indigenous) materials for the construction of school buildings may prove to be one of the effective methods of meeting the situation.

2. Another difficulty felt by a number of State Governments, is the dearth of properly qualified technical personnel for recruitment as craft instructors, women teachers in certain States, teachers for technical institutions, etc. This difficulty may be discussed in the consideration of item No. 7 of the Agenda which relates to this problem.

3. Provision of teaching aids and equipment, especially those items which are not available in the country and have to be imported from abroad has presented difficulties. It is reported that the provision made in the Budget has often remained unutilised. This difficulty requires urgent consideration by the Conference.

4. A difficulty has been experienced by some of the re-organised States formed of different areas with widely differing procedures and practices, in collecting information from the new component areas, with the result that the integration of the development schemes of component areas with those of the main State has caused immense labour and consequential delay in implementation. This difficulty has undoubtedly hampered the implementation of the Plan and has also resulted in shortfalls in Central grants in 1956-57. Except for Madras, no State Governments have been able to spend the amounts sanctioned to them as Central grants during 1956-57. The major shortfalls are indicated below for information:—

<i>States</i>	<i>Shortfalls in Central grant during 1956-57.</i>	
	(Rs. in lakhs)	
1. Bihar	39.99	(43%)
2. Punjab	38.46	(50%)
3. Madhya Pradesh	34.02	(57%)
4. Uttar Pradesh	31.38	(33%)
5. Kerala	21.44	(52%)
6. Mysore	16.8	(84%)
7. Bombay	16.78	(37%)

This difficulty was, however, of a temporary nature and it is hoped that the ingenuity of the State Governments will be able to overcome it and the implementation of the Development Programmes will have started in full measure by now and suitable steps will have been taken by the State Governments concerned to make up the leeway.

5. One of the State Governments has stated that the implementation of the scheme was bound to be delayed during the first year, owing to the necessity of making final adjustments before giving effect to individual schemes. But, as the Five-year Plan has in practice been actually reduced to a yearly Plan, ceilings have to be determined every year, and the individual schemes, adjusted on account of the reduction or change in the ceilings, have to be sent to the Planning Commission for approval. This causes delay in implementation of the Plan. The Conference is aware of the reasons for working on the basis of annual Plans and thus providing for flexibility in the Five-year Plan as a whole. The Conference may consider how best the situation may be met.

6. The Planning Commission has had under consideration the procedure for drawing up annual plans for States and for Central Ministries, so that the main decisions on the programmes to be implemented during a year can be taken after mutual discussion before the budgets are submitted to the Legislatures. Broadly, it is intended that programmes for 1958-59 should be drawn up along the following schedule. The Planning Commission is shortly addressing States and Ministries on the subject:

(1) Early in September the Planning Commission would take in hand the preparation of draft directives to the Central Ministries and State Governments including therein a broad appraisal of the financial and economic situation, the priorities to be followed for working out the development programmes for the year, the overall level of outlay to be aimed at, etc. By the end of September, the Commission should issue these draft directives to the Ministries and States to enable them to prepare their proposals for the coming year.

(2) During October, and the first half of November the Central Ministries and the various departments in the States should formulate

their preliminary proposals for the next year taking into account the level of plan outlay as per latest expectations, the demands in respect of continuing schemes and the pattern of priorities indicated in the draft directives issued by the Commission. The proposals in the States should be coordinated through inter-departmental discussions.

(3) The proposals from the Ministries and from the States should be sent to the Planning Commission by the end of November. The State Governments should send along with their proposals the scheme of financing they have in view for implementing the development programmes proposed.

(4) The proposals from the States should be discussed between the Planning Commission, the Ministries concerned and the States in Delhi during the five weeks from the first week of December to the middle of January, so that before the end of January the Planning Commission and the Ministry of Finance are in a position to obtain an overall picture of the programmes for the coming year and to endeavour to indicate to the States their tentative estimate of the amount of Central assistance available and its break-up between loans and grants under different heads. If necessary, the Planning Commission may send out its officers to clear up particular points in consultation with the State Governments at their headquarters.

(5) The discussion between the Planning Commission and the Finance Ministry on the one hand and the Central Ministries on the other regarding their proposals will also be held during the same period.

(6) The budget of the Central and State Governments will be framed on the basis of these approved programmes and in the light of the figure of Central assistance that may be conveyed to the States.

(7) By the end of May, State Governments and the Central Ministries should present in detail their development programme for the year as already suggested by the Planning Commission in its letter of the 15th February, 1957.

(8) By the end of July the Planning Commission should present the combined annual plan including both the Centre and the States.

It is hoped that this programme will assist in removing some of the difficulties which have been experienced in implementing the annual programme of development.

7. It has been pointed out by a State Government that some difficulty is experienced in reconciling the Departmental figures of expenditure incurred on developmental schemes with the Accountant General's figures, mainly because there are many mis-classifications under the various Heads of Accounts and Plan schemes often included under ordinary items thereby showing some shortfall as per Accountant General's figures. In view of this the State Government has expressed its inability to furnish figures of expenditure duly authenticated by the Accountant

General while asking for the release of Government of India grants. The Government of India have appreciated this difficulty and, as such, the first instalment of Government of India grant on States' Educational Development Programmes for 1956-57 was released as advance payment and Accountant Generals were asked to make necessary adjustments of amounts, if any, lying unutilised with State Governments out of the Central grants paid during First Five-Year Plan period. As finally reconciled figures of expenditure actually incurred on educational development plans for 1956-57 were not available from A.G.s and also because the Central grants are released as advance payments, the Central Government agreed to release the first instalment of Central grant on 1957-58 programmes on the basis of expenditure figures supplied by State Governments. It is obvious that advance payments cannot continue to be made in this manner. When releasing the next instalment, it would be necessary to have the reconciled figures for the year 1956-57 from the Accountant General/Comptroller concerned. It should be possible for A.G.s to furnish these figures within six to nine months of the close of the financial year if the State Governments take appropriate measures in consultation with the A.G.s concerned.

8. One of the State Governments has pointed out that the implementation of the Plan is complicated by the changing percentages of Central assistance after the commencement of the Plan. Such changes, particularly where they affect non-official bodies, create complication. The pattern of Central assistance as operative under the First Five-Year Plan contained a number of formulae for individual schemes and involved laborious calculations for determining the amount due to the States. It was therefore decided to simplify the pattern of assistance. Advantage was taken of the opportunity to rationalise the pattern also so that schemes of higher priority became entitled to Central assistance at a rate higher than those of lower priority.

During the First Five-Year Plan and first year of the Second Plan, a scheme of high priority like Basic Education was entitled to receive a lower percentage of assistance (30%) than a scheme like that of Pre-primary Education (60%). From 1957-58 and onwards, the revised pattern of Central assistance provides for assistance at 60% of the total expenditure on the high* priority schemes and 50% on other schemes approved for assistance. The changes made, it is felt, will ensure a larger quantum of Central assistance to the State Governments on the programmes as a whole.

9. One of the complaints often made by State Governments is that there is delay in sanctioning schemes and in releasing Central grants on them and this causes a set-back in the implementation of the program-

* (i) Basic Education. (ii) Girls Education (Elementary stage). (iii) Higher Secondary Schools. (iv) Multipurpose Schools. (v) Training of teachers for Higher Secondary/Multipurpose schools. (vi) Promotion of Hindi.

me. The Government of India in the Ministries of Education & Finance and the Planning Commission have deliberated over this difficulty several times and have already taken suitable measures as indicated below to minimise this difficulty and make it possible for the State Governments to go ahead with the implementation of the programme from the beginning of the financial year. The only condition is that the State Governments should fulfil their part by sending progress reports and expenditure statements in time and being able to spend the amount budgeted for :—

- (i) The procedure and the time schedule for drawing up the Annual Plans have been clearly laid down at the meeting of Planning Secretaries held in June, 1957 (refer Para 6).
- (ii) The pattern of Central assistance for the year 1957-58 and onwards for the educational schemes under the Second Five-Year Plan has already been intimated to State Governments (Ministry of Education circular letter No. F. 4-4/56-C.U. dated the 8th November, 1956 and No. F.4-4/57-C.U. dated the 5th February, 1957 refer).
- (iii) Before the beginning of the financial year the Union Ministry of Finance (Department of Economic Affairs) intimate to the State Governments the estimated quantum of Central assistance which the State Governments may expect on their developmental programmes in various sectors including Education. For the year 1957-58, this information was communicated to State Governments in Finance Ministry letter No. F. 1 (13)-PII/56 dated the 22nd March, 1957.

The list of Schemes approved for Central assistance and the pattern of Central assistance being known it should not be difficult for the State Governments to make a rough estimate of the likely share of expenditure on the education schemes. When the State Governments receive a communication from the Union Ministry of Finance intimating the quantum of Central assistance on each sector of the Plan, they can reasonably expect to receive this grant. Every effort is made to release the Central grant as advance payment in two instalments but often the issue of sanction letters is delayed because the State Governments do not forward in time their expenditure statements and progress reports for the last year or the last six months, as the case may be. It is obviously impossible to make necessary adjustments in the absence of this information and the Central grant cannot be released indefinitely without any expenditure statements. The Government of India have gone as far as is at all possible to meet the situation.

For the year 1957-58 the first instalment of Government of India 50% grant on State Schemes was released in August, 1957, on receipt of progress reports and expenditure statements, except in the case of two

States whose progress reports were received late in August and the grants were released in early September, 1957.

10. There have been complaints from the State Governments that the delay in the implementation of developmental programmes is sometimes caused by the Central Government suggesting the incorporation of Centrally sponsored schemes in the State programmes with the temptation of a higher percentage of Central assistance. The State Governments are inclined to make adjustments by adjusting their programme in order to avail themselves of the additional assistance offered. These difficulties did arise during the First Plan due to reasons which were well known and were beyond our control. But they do not appear to have much validity now. The Ministry of Education had in their letter No. F.4-4/56-CU dated the 8th November, 1956, forwarded a list of Central Schemes under which the State Governments could earn grants. They were also requested to consider, if they liked, the inclusion of these schemes in their programmes in order to earn additional Central assistance. In a subsequent letter No. F.4-4/57-CU dated the 5th February, 1957, the whole position was again fully elucidated and reiterated for the information of State Governments and reference was made to the various communications addressed to the State Governments in this behalf. At the time of discussions of the draft Educational Development programmes of States for 1957-58 in the working groups, the representatives of the Ministry of Education again pointed out the desirability of including certain Central schemes in the State programmes, where this had not already been done, so that the State Governments might be entitled to additional assistance. In view of these steps already taken by the Ministry of Education, there is hardly any justification for the complaints made. It may be mentioned that this question was also discussed in the meeting of the Planning Secretaries held in June, 1957 referred to earlier in this note. At the meeting, the Secretary, Planning Commission, had enquired why a State Government could not say 'no' to a new scheme proposed by any of the Central Ministries after the formulation of State Plans for a particular year.

11. The Conference may like to make any further feasible suggestions for facilitating the implementation of the schemes both at the Centre and at the State level.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 17 of the Agenda Date: September 20 & 21, 1957
10-30 A.M. Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

Central Assistance to All-India Hindi Organisations for the Propagation of Hindi.

Prior to August, 1954 the work of propagation of Hindi in the non-Hindi speaking States was being done by private Hindi organisations some of which were paid grants by the Central Government. The Education Ministers at their Conference held in August, 1954 while considering the question of propagation of Hindi in the non-Hindi speaking States decided as follows :—

“It was also agreed that under the scheme for the propagation of Hindi in the non-Hindi speaking areas, the Central Government's financial assistance should be given to the State Governments concerned and that it would be the primary responsibility of the State Governments to undertake the work of spreading Hindi in their areas. The State Governments would be free to do the work in any manner and through any agency they considered best.

Clarifying a point, Maulana Azad observed that the objective of the Central grant to the States in the matter of propagation of Hindi would be the intensification of the activities already undertaken by them and that the expenditure that they may be already incurring for this purpose would be continued to be paid by the State Governments. When an elucidation was sought as to whether a grant could be given to a new agency which may be set up in the field, the Chairman observed that this was for the State Governments themselves to consider. He, however, advised that, where such agencies already existed and were doing good work, they should be encouraged and their services utilised fully. He accepted the suggestion that the State Government concerned might be consulted before the Central Government gave grants to various organisations belonging to those States”.

The above decision of the Education Ministers has so far been carried out by the Government of India.

2. The Hindi Shiksha Samiti at its 10th meeting held on the 20th July, 1957 while considering the general question about propagation and

development of Hindi passed the following resolution:—

“In view of the fact that many State Governments are finding some difficulties in executing schemes for the propagation of Hindi and for doing other work connected with it, this meeting of the Hindi Shiksha Samiti is of the opinion that in the beginning, the Government of India should evolve their own schemes and the apparatus to work them. Some of the immediate steps that the Samiti considers necessary are:—

- (a) Giving grants to all-India Hindi organisations for the purpose of propagating Hindi;”

The matter is now for consideration of the State Education Ministers' Conference.

In this connection it may be pointed out that according to the existing policy, direct grants are paid by the Centre to Hindi organisations of an all-India character for the development of Hind language and literature. For example, a grant of Rs. 1.25 lakhs has been sanctioned to the Nagri Pracharini Sabha, Varanasi for bringing out a re-revised edition of the Standard Hindi Dictionary (Shabda Sagar) and for the publication of cheap editions of Hindi classics. Grants for the propagation of Hindi in the non-Hindi speaking areas of the country are being given to the State Governments concerned, which sometimes, pass them on to the private Hindi organisations working in their States, for the execution of specific schemes.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 18 of the Agenda Dated: September 20 & 21, 1957.
10-30 A.M. Place: Vigyan Bhavan, New Delhi.

MEMORANDUM

“Preliminary Draft of a Model Perspective Plan for the Development of Education”

(Note submitted by the Madras Government)

(1) Need for Perspective Planning

Experience in Madras State has clearly shown that it is not possible to frame a satisfactory programme of development *on a planned basis* if our planning perspective is limited to the Second Five-year Plan Period. It is necessary to envisage a process of planned development at least up to the end of the Third Five-year Plan period. How this conclusion is based on Madras experience is explained in a note appended to this memorandum. (Please see Appendix). The same conclusion also emerges from the reports of the Education Panel of the Planning Commission, the Committee on Three-Year Degree Courses of University Education etc., which are under consideration of the Conference.

(2) Need for “Cost-controlled Targets”

Article 45 of the Constitution sets a clear enough target of expansion of educational facilities. But it has proved to be impracticable because the target was set without estimating its cost and without making a policy decision that the needed resources can and should be made available. Similarly there are numerous schemes for improvement of the content, quality and utility of education at different levels (e.g. reports of Committees on Secondary Education, Basic Education, etc.). But these proposals can neither be accepted nor rejected until they are ascertained to be financially feasible, or else they are revised so as to be capable of being fitted into a planned programme for which funds can be allotted.

If we are to place the development of education on a genuinely planned basis, it is essential that our targets should be “cost-controlled”.

(3) Perspective Estimate of Authorised Educational Expenditure (Annexure I)

During 1954-55 (the latest year for which detailed All-India Statistics are available), the amount spent on Education in all States of India amounted to Rs. 4.32 per head of population out of which Rs. 2.59 came out of Government funds and 40 p. from the funds of local

bodies. The incidence of expenditure varied from State to State. For instance, Madras State figures represented a gross total of Rs. 4.82 of which Rs. 2.84 came from Government funds and 57 nP. from the funds of local bodies.

I propose that India should plan on the basis that during 1965-66 the final year of Third Plan period, the gross total expenditure on education should be Rs. 7.50 out of which Rs. 5 should come from Government funds and Re. 1/- out of the funds of local bodies. Is this feasible? If not what is the figure which the Government of India can authorise as a realistic basis, for Perspective Planning. The answers to these questions will be the starting point of the formulation of a Model Perspective Plan. Once the crucial figure of overall cost is settled, then the next question will be its optimum allocation among different levels of education (and different types of courses at each level).

Annexure I sets out tentative proposals outlining the distribution by educational levels of Rs. 7.50, together with the comparison of the proposed distribution with actual distribution during 1954-55. This comparison is shown both with All-India and Madras State. Does the proposed distribution of funds accord broadly, with the relative importance and urgency in the national interest of development at different levels? If not how should this distribution be modified? The Government of India should arrive at definite answers to these questions from a broad national point of view.

(4) Perspective Targets of Enrolment in Educational Institutions: (Annexure II).

In working out the optimum allocation of the resources authorised for development of education, it will be necessary to form a picture of the existing structure of enrolment in educational institutions at different levels and how this structure should be changed. In particular, the setting of a realistic programme of implementation of Article 45 of the Constitution will constitute the hard core of Perspective Planning. The decision taken on this point will have a profound influence on enrolment at higher levels. The proposals in this connection are set out in Annexure II. Briefly, the total enrolment during 1954-55 in all educational institutions in India was 8.21 per cent of the population. Out of this total 5.95 per cent was enrolled in the first five years at school. In Madras the corresponding percentages were 10.25 and 7.83 per cent. I propose, as the Perspective Target for 1965-66, that 14.30 per cent of the population should be enrolled in all educational institutions, this including 11.00 per cent in the first five years at school. Careful study by experts who can collectively take comprehensive view of the entire educational system will be needed before these Perspective Targets are finalised.

(5) Article 45 of the Constitution :—

My proposal in relation to Article 45 of the Constitution is that there should be a phased programme of development of Primary education linked to the phased programme of implementation of the N.E.S. Scheme. As a result, education should be made free and compulsory for all children during the first five years of schooling. This programme should be successfully completed by 1965-66 in every village and every town of every State in India, without any exception. If, as proposed in Annexure II, 11 per cent of the population is enrolled in the first five years at school, and if (as a result of a reasonably mild enforcement of compulsion) the abnormal rate of wastage which prevails at present gets reduced to modest proportions, the result will be as follows:—
Every year the number of boys and girls who complete five years of schooling and thereby achieve permanent literacy will be as high as 2 per cent of the population. There is no country in Western Europe in which the percentage is as high as that.

(6) Provision of Funds :—

It is assumed that there will be no material change in the aggregate amount at present provided for development of education in the Second Five-year Plan. It is also assumed that the present pattern of Central assistance to States will be continued unchanged during the Third Plan period.

(7) Suggested Recommendations :—

The Conference may (after discussing this Memorandum) recommend to the Government of India as below :—

First that a Model Perspective Plan be prepared after taking into consideration the proposals outlined in this Memorandum and the views expressed in the course of the discussions of the Memorandum at this Conference of Education Ministers.

Secondly that the Model Perspective Plan prepared by the Government of India may be circulated to all state Governments with the advice that it be used by them as the basis for framing an integrated programme of development of Education in States.

ANNEXURE I

PERSPECTIVE ESTIMATE OF AUTHORISED EDUCATIONAL EXPENDITURE

Classified Heads of National Educational Expenditure and Resources	EXPRESSED IN RUPEES PER HEAD OF POPULATION					
	Actuals All-India (1954-55)		Actuals Ma-dras State (1954-55)		Perspective Budget (1965-66)	
	Rs.	nP.	Rs.	nP.	Rs.	nP.
Heads of Expenditure						
I. Schools for General Education—Lower Elementary Stage	1	34	1	77	3	00
II. Schools for General Education—Higher Elementary and Secondary stages	1	22	1	34	2	00
III. Schools for Vocational Technical and other Special Training	0	19	0	15	0	50
IV. Colleges and Universities	0	67	0	56	0	75
V. Other Educational charges	0	90	1	00	1	25
GRAND TOTAL—EDUCATIONAL EXPENDITURE	4	32	4	82	7	50
A. Government Funds	2	59	2	84	5	00
B. Local Education Funds	0	40	0	57	1	00
C. Institutional Fee Receipts	0	93	0	92	1	00
D. Other Institutional Receipts from private benefaction	0	40	0	49	0	50
Grand Total:	4	32	4	82	7	50

ANNEXURE II
PERSPECTIVE TARGETS OF ENROLMENT IN EDUCATIONAL INSTITUTIONS

Classification of Educational Institutions	NUMBER OF PUPILS ENROLLED PER LAKH OF POPULATION		
	Actuals All-India (1954-55)	Actuals Madras State (1954-55)	Perspective Targets (1965-66)
A. SCHOOLS FOR GENERAL EDUCATION			
1. Standards I to V	5950	7830	11000
2. Standards VI to VIII	1180	1400	2000
3. Standards IX to XI	500	560	700
Total—A	7630	9790	13700
B. SCHOOLS FOR VOCATIONAL, TECHNICAL AND OTHER SPECIAL TRAINING			
1. Post-Elementary Training	130	150	450*
2. Post-Secondary Training			
TOTAL—B	420	320	450
C. COLLEGES AND UNIVERSITIES			
1. Intermediate in Arts and Science	97	64	
2. Professional and Special courses	25	27	
3. Other courses in Arts and Science Colleges and Research Institutions or Universities	40	46	150*
Total—C	162	137	150
GRAND TOTAL (A, B & C)	8212	10247	14300

Note *The basis for fixing the size of the targets and their break up by different levels and types of courses has not been worked out and requires further study.

ITEM No. 18

APPENDIX TO THE MEMORANDUM

Note Explaining the Need for Perspective Planning

(1) We are now in the middle of the second year of the Second Five-year Plan period. Yet, in Madras, we have not yet got an integrated programme of development of education. It is true that, every year, we sanction a number of "Development" schemes against the amount authorised by the Planning Commission, as our quota of Education Development expenditure for that year. It is also true that these schemes are necessary and useful, educationally. But are we carrying out "Planned Development" of Education? Do the sanctioned Schemes add up to an integrated programme of a meaningful character? Not yet.

(2) This does not mean that there is no appreciable progress in education. On the contrary, educational facilities are being developed in our State (as, no doubt, in other States) at an unprecedentedly rapid rate ever since Independence. But this was unplanned development. It is taking place without active Governmental planning or stimulation; because of widespread popular awakening and insistent pressure from all parts of the State for opening new institutions, for upgrading existing institutions and for increasing their intake of pupils. The normal effect of the old system of educational grants-in-aid has proved sufficient (in response to this popular pressure) to produce all the development, which the State was capable of financing. When, towards the end of the First Five-year Plan period, the Planning Commission (and the Ministry of Education of the Government of India came forward to make funds available, the pace of progress was further accelerated.

(3) The whole process is illustrated by the following figures :—

Recurring annual expenditure on education incurred out of State Government funds increased from 2.62 crores in 1938-39 to 10.43 crores in 1950-51, the last year before the First Plan. Within the first five years of the First Plan period, the level of annual expenditure increased to 11.96 crores. Then, the State was partitioned and Madras State was reduced to three fifth of its old population. Nevertheless, by the last year of the First Plan, the State Government had to spend as much as in the first year, even though the number of people to be served had been reduced by about 40 per cent. Then again, there was a reorganisation, entailing further reduction of numbers by about one-seventh. During the current year (1957-58) we have made budget provision for 11.42 crores, as against 9.19 crores only three years ago (during 1954-55).

This has been found necessary, notwithstanding the reduction of commitments by about one-seventh.

The cost of "unplanned development" tends to grow at an average rate of one crore more every year than in the preceding year.

(4) When we entered the Second Five-year Plan period, we had not realised how rapid a pace of development had already been set. We assumed that the "normal" development would continue to be provided from "non-Planned" funds and that we were to provide separately for large sums in the Development Budget. In retrospect it is clear that this was an erroneous perspective. When, at the end of protracted discussions about the overall size of the Second Plan, the Planning Commission fixed it and fixed also the allotment for Educational Development, we found our resources were fully allocated. The Finance Commission which visited us subsequently, fixed our non-Plan expenditure strictly with reference to the requirements of maintaining the level of expenditure reached at the end of the First Plan. In the result we found that the funds available for planned development were less than the amounts we would have had to spend had we merely allowed the old unplanned development to continue.

(5) Though, (as Education Minister), I deplore the cuts made in our original estimates, I am bound to admit (as Finance Minister) that the Planning Commission was justified in imposing them. Financing the development of Education requires far greater scrutiny than even the financing of major projects of irrigation and power; because the latter is a non-recurring liability, while the former consists mainly of permanent additions to the level of recurring annual expenditure of the State. We have to take care to see that we do not set a pace which will increase recurring annual expenditure on education beyond a fair proportion of anticipated revenue resources. It was against the background of this overriding limitation that we undertook a review of all the pressing demands for which provision had to be made in financing any programme.

(6) An intractable problem was posed at the outset by Article 45 of the Constitution. Are we going to provide eight successive years of education for every child in the State before 26th January, 1960? Are we also going to compel every parent to put his children in school? It was easy enough to reach the conclusion that these questions must be answered in the negative, so far as the target date of 26th January, 1960 was concerned. But then the question arises whether a later date can be definitely set. Shall we fulfil Article 45 during 1965-66 the final year of the Planning period? Simple arithmetic showed that the answer was again in the negative. That being accepted what are we to do? Shall we forget Article 45 and get along with no particular end to be secured by any predetermined date? If so, why take any steps at all to stimulate

enrolment? Why (in particular) should we undertake to compel any parent in any part of the State to put his child in school, when it is certain that such compulsion cannot be made uniformly applicable to all parents in the State, within any period which can be now foreseen?

(7) The considerations to be taken into account in answering these questions and formulating a viable policy are numerous and varied. It is sufficient, in this connection, to say that they were all set out in the Madras Government White Paper, which was considered by a Committee of the Legislature, which accepted the following conclusion "*Limited Objectives and Extended Time Limit*" :

"The objective of compulsory education for all children should be limited to the first five years of School education. The time limit for attaining the objective should be extended to 1965-66, the final year of the Third Five-year Plan period. By the end of that period, free and compulsory education for all children of School-age I to V should be effectively in force in all the villages and all the towns of the State without exception."

While endorsing the proposal that a Ten-Year Programme of Development of Primary Education should be framed and executed, the Committee explained the policy involved in the following terms :—

"We desire that compulsory enrolment should become universal, not because compulsion is an end in itself: but because *it is the necessary means for ensuring that the maximum number of children are helped to become literate at the minimum cost to the State.* At present our annual literacy output is less than 10 children per 1000 people; and the cost of imparting permanent literacy is nearly Rs. 200/- per child. We seek to increase the annual literacy output to 20 children per 1000 people; and to reduce the cost of imparting permanent literacy to Rs. 150/- per child."

(8) Experience shows that there is a sharp contradiction between the requirements of quantity and quality. The pressure exerted by popular demand for quantitative expansion in terms of numbers of pupils enrolled in educational institutions is enormous and virtually irresistible under present conditions. At the same time there were many schemes formulated by academic experts which seek to improve the content, quality and utility of the education imparted in these institutions. It is impossible to find funds for all purposes. It is necessary that this fact should be accepted and an overall plan devised which would reconcile the claims for expansion with the claims for improvement and impose restraints on both.

(9) Consider for instance, the question of Basic education. Once upon a time, Basic Educational Experts used to claim that if only pupil-labour was organised in schools in the manner recommended by them it would be possible to raise the pupils' Educational level to the standard of "Matriculation Minus English" and the result could be secured at

next to no expense to the State (the value of seven years' labour of pupils being equated to the pay of teachers for six years). Nowadays no one repeats this claim. It has been proved in practice that expenditure on Basic education (even after allowing for pupils' labour) is heavier than on traditional Elementary education. This is only to be expected. It is a better quality article and cannot be had except by paying a higher price. But the question is can we afford to go in at the same time for quality as well as quantity. If not, how shall we resolve the contradiction? Given the position that we shall be unable to budget (even in 1965-66) for an annual expenditure exceeding three rupees per capita on the first five years in school and another one rupee per capita on the next three years in school; how far shall we be able to fulfil Article 45 of the Constitution and how far shall we succeed in changing over from the traditional to the Basic pattern. These are the questions to which concrete answers must be given before it will become possible to integrate a programme of Basic education within a "Ten-year programme of Development of Primary Education", to which reference has been made already. If this is not done, complaints will continue to be made, about the pace of progress in Basic education.

(10) Similar considerations apply to the recommendations of the Secondary Education Commission. The objectives which the Commission had in view are excellent. The measures by which the objectives are sought to be attained are reasonable in themselves. But the Commission did not attempt to cost its own recommendations, either in respect of the changes proposed in Secondary education, or in respect of the changes in college education to which they are correlated. Detailed examination disclosed (in respect of school education in Madras State) that a sum of Rs 14.50 crores would be required by way of non-recurring expenditure, in addition to a quite substantial increase in the recurring annual expenditure. At one time it seems to have been thought that the recommendations could be put through in respect of college education, without any appreciable increase of expenditure. Experience has disclosed the fallacy underlying this assumption. The cost of this change, which has been already carried out by the University of Madras, is only now in process of ascertainment. Detailed study of the recommendations of the Secondary Education Commission so far as they related to Secondary Education has been completed. It has been found that the beneficial results which the Commission had in view can be secured at a reasonable cost, but only on the basis of integrated reorganisation of both Elementary and Secondary education and that this process will have to be spread over not only in the Second Five-year Plan Period but also in the Third Plan Period as well.

(11) Even when those difficult questions are settled and an integrated programme emerges, there is the further problem of defining prio-

rities and a flexible method of phasing the implementation of the programme, so that the cost of the programme in any year may not exceed the funds which can be made available under the Plan for that year. After studying this problem, the Committee of the Madras Legislature has said "In practice, we have no doubt, it will be difficult to resist the pressure for expansion in order to devote larger resources to improvement. It will be even more difficult to resist the claims of advanced areas in order to accelerate the progress of backward areas. *The difficulties must nevertheless be faced.* The grants-in-aid rules should be revised with an eye specially to secure these results. We should add by way of clarification that it is not our intention that there should be any bar to expansion or improvement in the advanced areas, where they may be achieved without entailing a corresponding increase of public expenditure".

The Committee then proceeded to translate these general considerations into specific targets for 1965-66, specific limits of cost, and specific statements of relative priorities and concluded "our advise to the Government is as follows :—

I. Make all the preparations necessary for raising funds in order to step up the average annual cost per capita (on standards I to XI) from Rs. 3.1.0 to Rs. 5 per capita. This will be difficult. It will entail stepping up of the incidence of the State taxation and local taxation and mobilisation of educational endowments. Panchayats, municipalities and district boards should be required to undertake a specific share of the responsibility for levying local taxation and raising funds.

II. Out of Rs. 5 per capita allocate Rs. 3 for Standards I to V and Rs. 2 for Standards VI to XI. This will mean an increase of Rs 1.2.0 per capita for Standards I to V and Rs. 1.3 per capita for Standards VI to XI. If new resources fall short of Rs. 1.15.0 per capita, allocate such extra resources as may be available proportionately.

III. Accept a definite target of annual outturn of pupils who complete the primary phase of Elementary education and attain permanent literacy at the rate of 20 pupils (boys and girls) per 1,000 people, at a cost not exceeding Rs. 150 per pupil. To this end, enforce compulsion and reduce wastage. Provide free school meals for poor children. Step up enrolment in Standards I to V to 110 per thousand people: and enrolment in Standard V to 20 per thousand people. Regulate the number of teachers at the rate of 1 per 40 pupils; and the pay scales of teachers so as not to exceed the allocated cost per capita. Encourage local authorities to experiment on ways and means of reducing cost. Make sure of attaining the target with the maximum possible economy.

IV. In respect of Standards VI to XI, recognise and give effect to the following order of relative priorities :—

(1) Improvement of the quality and utility of Secondary education, at existing rates of annual outturn of pupils who complete Secondary education.

(2) Levelling up the annual outturn of pupils who complete Higher Elementary education and Secondary education respectively to a common minimum level for all taluks of the State. This common minimum level may be fixed to begin with at 4 per 1,000 people in respect of Higher Elementary education and 1 per 1000 people in respect of Secondary education.

(3) (a) Improvement of the quality and utility of Elementary education above standard V including the integration of Basic education with the general school system, if and in so far as funds may be still available.

(b) Further expansion of enrolment in Standards VI to XI so as to raise the common minimum level to 6 per 1,000 people in respect of Higher Elementary education and 1.5 per 1,000 people in respect of Secondary Education.

(12) This concludes my account of the experience of the Madras Government in grappling with the difficulties of working out an integrated programme of Development of Education. I have reached the following conclusions :—

(i) There is urgent need for changing over as completely and as quickly as possible from the “unplanned development” process of the past to the new process of “Planned Development”. This is not possible so long as our planning perspective is limited to the Second Five-year Plan period. It is necessary, forthwith, to bring within our Planning perspective, the entire period of the Third Plan.

(ii) Having done, this, it is necessary to formulate and accept a system of “cost-controlled Targets”, the general nature of which is indicated by the recommendations of the Legislature Committee.

The memorandum outlining the preliminary draft of a “Model Perspective Plan” represents a further development of the foregoing conclusions.

STATE EDUCATION MINISTERS' CONFERENCE

*Note received from the Government of Bihar on Item 5 of the Agenda
"To consider the relationship between Post-Basic education and the
reorganised pattern of Secondary education".*

The reorganised pattern of Secondary education, envisages a three years' integrated course of Higher Secondary, after the completion of the eight years' course of schooling at Elementary and Junior Secondary or Middle stages. The Basic schools in this State have an eight years-course of education. There are 14 Government and 14 Non-Government Post-Basic Schools also in the State. In case the same pattern is introduced (which will be the correct step), the duration of the Post-Basic schools will also have to be reduced to three years instead of four years as at present. This will not present much difficulty and the Basic Education Board, Bihar, has agreed to adopt the proposed pattern of Secondary education. Post-Basic schools have special features in the introduction of crafts e.g., Spinning, Weaving, Technology (wood-work, metal work) and Agriculture out of the income from which these schools deposit boys' earnings into the Treasury. This is the feature which particularly distinguishes these rural Government High schools from Government Zila schools. This special feature of theirs may continue. This can suitably be dovetailed in the proposed pattern of diversified courses of studies as suggested for the Multilateral schools. The Basic Education Board has agreed to the system of Examination-cum-assessment and thus the problem of evaluation in Post-Basic schools has also been solved. There may be minor details of adjustment which will offer no difficulty in conforming the Basic and Post-Basic school to the proposed pattern of Secondary education.

STATE EDUCATION MINISTERS' CONFERENCE

*Note received from the Government of Bihar on Item 6 of the Agenda
"To consider what special measures should be taken to expand facilities
for Girls' education in various States, particularly at the Elementary level."*

Bihar is backward in Girls' education as will be found from the following figures. The population of girls of the age group 6 to 14 is 41,13,100, out of whom only 2,77,293 girls have uptill now been brought to schools. This means that only 6.78 per cent of the girls of the above age-group are going to schools. The remaining 93.22 per cent of the girls have yet to be brought to schools. There are, in all 2423 girls L.P., 301 girls U.P., 159 girls Middle, 4 girls Junior Basic and 7 girls Senior Basic Schools. The total number of women teachers working in the above girls' schools is 4751.

Among the measures taken for the expansion of Girls' education in the State that can be mentioned are the following :—

(a) 25 per cent of the new schools opened under the First and Second Five-year Plans are Girls' Primary schools.

(b) Inspecting Officers have special instructions to organise campaigns of propaganda for creating favourable reaction of the people to send girl students even to boys' schools.

(c) Efforts of Inspecting officers and headmasters in this regard receive special recommendations.

(d) The number of girl students is one of the criteria a particular school has to take into account towards improvement and upgrading.

(e) There is a scheme to train and appoint school mothers who can mother the young students of the Primary schools and also may be helpful in creating confidence among the girl students of the schools. They will also be helpful in inducing guardians to send their girls to schools.

2. Shortage of women teachers is a necessary corollary to the State backwardness in women's education. The following steps have been taken to increase the number of women teachers to man the Primary schools in the State.

(1) The minimum qualification for recruitment as a teacher in Primary school for ladies has been reduced to Middle pass as against Middle trained which is the minimum qualification for others.

(2) The State has already got four Junior Training schools for women in addition to one Senior Training school for women and three Training classes for women. The programme of opening new Training schools for women has been phased in the Second Five-year Plan.

(3) Even in Junior Training schools for men instructions have been issued to the appropriate subordinate officers to recruit as many ladies to the Junior Training schools as can be conveniently accommodated.

(4) From July, 1958, a special wing is proposed to be attached to the Junior Training school for women at Lakhisarai for adult women and widows who will undergo a two-years' course of General education-cum-training.

(5) All the women candidates admitted to Junior Training schools are allowed a stipend of Rs 20/- per month.

(6) There is a programme of construction of 500 quarters for lady teachers in the State. 100 such quarters were taken up in 1956-57 and an equal number of quarters has been sanctioned for 1957-58.

STATE EDUCATION MINISTERS' CONFERENCE

*Note received from the Government of Bihar, on Item 7 of the Agenda
"To consider the question of certain shortages in the teaching personnel."*

(a) Secondary :

Teachers to be employed in secondary schools are generally of the following types:—

- (1) Trained teachers for Humanities,
- (2) Trained teachers for Science subjects,
- (3) Teachers for technical subjects, e.g., Agriculture, Arts and Crafts, Elementary Engineering, Commerce with proficiency in Shorthand and Typewriting.

Out of 12,000 teachers for Humanities serving in High schools 4,000 are trained teachers. The State Government has taken steps to liquidate the shortage of trained teachers by opening three more Training colleges and allowing candidates who have undergone short training courses to appear privately at the Diploma in Education-Examination.

There is a great dearth of Science teachers. The Science teachers fall short by half of our requirements. Steps have been taken to increase the number of seats in the B.Sc. and M.Sc. classes in the Colleges. It is regretted, however, that the shortage may not be completely wiped out, particularly in respect of teachers with Biology, as their combination.

The greatest difficulty is about the teachers for Agriculture, Technology and Elementary Engineering. Although the number of Agriculture colleges and Engineering colleges has been increased, it is feared, teachers in these subjects will not be available for the schools. A discussion with the Development Department has revealed that during the Plan period, the personnel passing out from the technical colleges will be absorbed in the Development Department itself. The State Education Department has, however, started a Craft Training Centre at Hazaribagh Reformatory School which will partly meet our needs in Crafts only.

(b) Primary and Middle :

Although there is a general shortage of trained personnel to man the new schools opened both for boys and girls, the shortage of women teachers is very much pronounced. Steps taken to meet the shortage have been stated in Paragraph 'B' of item 6. The following steps have been taken to meet the shortage of teaching personnel so far as masters are concerned:

- (1) There are 36 Junior Training Schools for Men. Although

a two years' course of training has been decided upon during the present session, trainees have been admitted to a one-year course in all the above 36 Training Schools. Out of the above 36 Junior Training Schools, 13 have been directed to admit 150 trainees each during the current session while 21 of the remaining will each admit 100 candidates while 50 candidates have been admitted in the remaining two each.

(2) A short training course for five months is being organised since 1955. In this manner 1000 experienced untrained teachers have been trained in each of the last three years. From July, 1957, 50 experienced untrained teachers serving in Middle and Primary schools have been deputed to a one-year condensed training course at Chiri Senior Training School in Ranchi district.

(3) There is a programme to admit 150 experienced untrained I.A. pass teachers to one-year course from July, 1958.

(4) Although all the inspecting officers are trained hands, a programme has been drawn up to impart training in Basic education to all the non-gazetted inspecting officers. Under this scheme 50 sub-Inspectors and Deputy-Inspectors of Schools have been deputed to Senior Training School, Bikram for six months' short training course.

STATE EDUCATION MINISTERS' CONFERENCE

Note received from the Government of Bihar on Item 8 of the Agenda—“To consider the question of setting up a suitable machinery for the construction of school buildings”.

The only machinery to help in the programme of construction of Primary school buildings so far has been the small Building Research Unit at the headquarters. The services of the Unit have been utilised in preparing plans for the expansion of the Junior and Senior Training schools and preparing type plans for one to 11 roomed buildings of Primary and Middle schools. The problem of effecting the construction is very baffling. For want of adequate supervisory and technical staff we have not been equal to the task so far. In the Second Five-Year Plan, 28 posts of overseers for the 17 districts have been sanctioned but the posts have not so far been filled up. After we have been able to fill up these posts it is expected that the work may receive a fillip and construction programme may be implemented with greater speed. The following expenditures have been sanctioned for the buildings of various types during the first five years and the first two years of the Second Five-Year Plan.

(1) Office-cum-residence of Inspecting officers	Rs. 19,66,000/-
(2) Junior Training Schools	19,27,225/-
(3) Ladies quarters 500 at the rate of Rs. 2,500/- each	12,50,000/-
(4) Repair and renovation of Primary school buildings	8,10,000/-
(5) E.P.P. School buildings	54,14,895/-

As stated above the progress in this regard has not been very encouraging. Only 892 school buildings were taken up of whom 31 have been completed. Eighty one office-cum-residence for an equal number of Sub-Inspectors of schools were approved for construction in 1956-57. The work was entrusted to the Block Development Officers. In 1957-58, 50 such quarters have been sanctioned. A sum of Rs. 630,000/- was sanctioned for the construction of the office of District Superintendents of Education in 1956-57.

A proposal to set up an Engineering section to the Directorate of Education is under the consideration of Government. An assessment of the work has been made and definite proposals are going to be put up before the Government for approving the above. There is a programme to appoint officers of various grades from State headquarters down

to the sub-divisional headquarters to organise and implement the work of building constructions of various types. It is hoped that with the filling up of the sanctioned posts of overseers in 17 districts and creation of the Engineering Section in the Directorate, the work of building construction can be expeditiously completed.

STATE EDUCATION MINISTERS' CONFERENCE

Note received from the Government of Bihar on Item 9 of the Agenda—"To consider the question of nationalisation of Textbooks".

In order to eliminate corruption in the system of preparation, selection and distribution of textbooks and to improve printing of these books it was decided in the year 1950, that as an experimental measure, 11 textbooks in different subjects for Class VIII should be prepared under the control of Government. The experiment proved a success with the result that the number of textbooks written under the control of Government has gone up to 125 excluding the books on Basic education.

2. Government appointed a panel of not less than three authors consisting generally of teachers and professors for writing each book. The authors got a total sum of Rs. 1500/- as remuneration for preparing the manuscript and after the first print royalty @ 2½% on the gross sale. The panel is assisted by a Language Expert and an Artist attached to the Textbook and Education Literature Committee, which is a Committee of six members and is responsible for the execution of the whole scheme from the beginning to end. There is no special provision for editing the manuscript but the convener of the panel coordinates the work among the authors, reviews and edits the manuscripts, before it is submitted for publication. The manuscripts, when ready, are printed in private presses approved by the Department.

3. The State Cooperative Bank Ltd. are the sole stockist of all books published and printed by the Textbook and Education Literature Committee. The sale is conducted by the Provincial Teachers' Cooperative Union, Registered Teachers' Cooperative stores, Central Cooperative Banks, Branches of the State Cooperative Bank, Registered and unregistered private booksellers etc. A total commission of 20% on the price of books is distributed among different agencies for the sale and distribution of textbooks and organising more Teachers' Cooperative Stores.

4. In executing the scheme, the Textbook and Education Literature Committee has been handicapped due to small out turn of the presses, the majority of which have low capacity and insufficient equipment, delay in the supply of paper from Mills and spurious printing of textbooks. A scheme for the establishment of a suitable press for this purpose has therefore been included in the Second Five-Year Plan of the State.

STATE EDUCATION MINISTERS' CONFERENCE

*Note received from the Government of Bihar on Item 15 of the Agenda
"To consider a note on the steps to be taken to evaluate the achievements
of the First Five-Year Plan."*

At present the officers authorised to execute the schemes are required to submit quarterly progress reports of expenditure and achievements of physical targets. The materials collected are compiled and placed before departmental committee comprising the officers of the Secretariat and Directorate who review the progress. The final progress report thus emerging out of this review is sent to the Development Commissioner who submits a consolidated report of all the departments to the Chief Minister and he reviews the progress in a meeting of the Secretariat and Heads of Departments.

2. There has been no authority to whom this kind of work has been specially assigned, other than the executing officers for the concurrent quantitative and qualitative evaluation of the achievements. During the Second Five-Year Plan, the field administrative units of Education Department have been upgraded. Formerly there was Divisional Inspector of Schools in Class I, Bihar Educational Service at Divisional Headquarters, and District Inspectors of Schools in Class II at district headquarters. Now at each District Headquarters there will be a District Education Officer in class I, Bihar Educational Service and at each Sub-Divisional Headquarters, a Sub-Divisional Education Officer in Class II, Bihar Educational Service. The District Education Officers are being delegated many of the powers of the Divisional Inspector of Schools, and the Sub-Divisional Education Officers, many of the powers of the District Inspectors of Schools. The appointments are likely to be made soon. After these posts are filled up the present Divisional Inspectors of Schools who are also in Class I, Bihar Educational Service and are sufficiently senior in service will, become free to take up the work of concurrent evaluation of the schemes. Although instructions have not yet been issued to these officers to take up the evaluation work the matter is under active consideration of the department, for which suggestions of Government of India and reports of evaluation work taken up by the other State Governments will be welcome. At the State level this work is proposed to be authorised to the Planning-cum-Statistical Cell, but this Cell will have to be reorganised and placed under the charge of a senior officer with a full-fledged section. The proposal has, however, not yet been finalised.

3. The State Government further feel that the evaluation of the achievements of the First Five-Year Plan at this stage will be merely a

post mortem work as we have already begun implementing the schemes of the Second Five-Year Plan on a more planned and scientific basis. They further feel that such evaluation, if carried out, should be concurrent and annual so that the shortcomings pointed out by the evaluating officers may be made up in the succeeding year. The State Government will highly appreciate the suggestions and assistance of the Centre for giving a proper shape to this scheme.

STATE EDUCATION MINISTERS' CONFERENCE

*Note received from the Government of Bihar on Item 16 of the Agenda
"To consider a note on the difficulties experienced in the implementation
of the Educational Development Programme under the Five-Year Plan."*

According to the State Budget Calendar, budget proposals for all the new demands for the next year have to be referred to State Finance Department by the middle of November, whereas the examination of schemes by the Working Group of the Planning Commission takes place much later (this year it was some time in the middle of January). During this examination proposals are often drastically revised, as a result of which very little time is left to the department to prepare well-thought out schemes after the original proposals have been revised by the Planning Commission. It is, therefore, suggested that the Planning Commission may arrange to discuss the proposals for the next year well ahead of the time i.e. some time between July and October, so that adequate time may be available for revision of the schemes, if necessary, before their inclusion in the budget.

2. With regard to centrally sponsored schemes, besides the above, difficulty is also experienced in preparing the corresponding schemes to make the State eligible for the grants under Central schemes. The Centre only indicates the proportion of expenditure to be shared by the Centre and the State, but does not indicate the amount that may be available on account of each Central scheme. This leads to difficulty in making proper provision for these schemes in the State budget. It is, therefore, suggested that in addition to the pattern of Central assistance giving schemewise proportion of Central share, the Centre may also indicate the maximum amount of grant which may be made available to the State on account of the each scheme, so that State may provide matching grant in the Plan and the budget.

STATE EDUCATION MINISTERS' CONFERENCE

Item No. 1 of the Agenda

Further information received from State Governments regarding action taken on the recommendation of State Education Ministers' Conference held in September, 1956.

C. Reconstruction of Secondary Education :

MADRAS—The Government of Madras have made a provision of Rs. 179.5 lakhs for schemes relating to reorganisation of Secondary education which is 17% of the total Plan provision. The State Government is prepared to give effect to the reorganisation proposal, if necessary, by making further adjustments in the Plan.

ORISSA—Originally it was proposed to convert 25 High schools into Multipurpose Schools during the Plan period and now the question has been reopened to decide how many High schools in reality can be converted into Higher Secondary and Multipurpose schools. The State Government has experienced difficulties for starting Higher Secondary schools immediately as the question of staff, syllabus, relationship between High schools and Higher Secondary schools could not be finalised and the progress of construction work was slow. The State Board of Secondary Education has prepared the necessary syllabus and courses of studies for Higher Secondary School Certificate Examination and the scheme will be pushed through subject to the limitations imposed by limited supply of qualified teachers.

PUNJAB—The Punjab University has accepted the recommendation regarding conversion of High schools into Higher Secondary schools of 11 years duration followed by a Three-Year Degree Course. This change is likely to take effect from 1st April, 1958. The Scheme of establishing Multipurpose Secondary schools has also been accepted and steps are under way for the conversion of a number of ordinary High schools into Multipurpose Secondary schools.

RAJASTHAN—The State Government hope to open 75 Higher Secondary schools and to convert 25 High schools into Higher Secondary schools. Also it is contemplated to convert 20 High schools into Multipurpose schools. The State Government hope that by the end of Second Five-Year Plan period 46.8% of the Secondary schools will be of Higher Secondary type.

E. Teaching of English in Secondary Schools :

ANDHRA PRADESH—The question is under consideration.

KERALA—The State Government accepts the view that English

should be a compulsory subject in Secondary schools. It is already compulsory from standard VI.

MADRAS—The study of English is compulsory from Form I in all Secondary schools. The Legislative Committee on the White Paper on Education had recommended the following formula for the study of languages in Secondary schools :—

Part I—Regional Language

Part II—Hindi or any other Indian Language, not included in Part I.

Part III—English or any other non-Indian language.

It will be compulsory for every pupil who chooses the new four-year academic course of Secondary education to study three different languages and offer them for public examination.

ORISSA—English is already taught as a compulsory subject from class VI to XI. Hindi teaching has been introduced in all middle English schools and High schools as a compulsory subject from class VI to IX.

PUNJAB—The recommendation of the Conference was carefully considered by the Education Secretary in consultation with the then Education Minister and it was felt that the study of English in the Secondary classes should not be made compulsory. In fact, since the year 1950 English has been taught as an elective subject in the middle classes, and the Punjab University also decided, over a year ago, to allow such students as had not passed the 8th Class Examination with English to drop English in their High School classes, if they so desired.

The argument that since a large number of technicians, engineers and scientists are required for the successful completion of the Second Five-Year Plan, each and every child in the school should be taught English compulsorily, was felt to be hardly cogent or convincing. It was also felt that the scheme of free and compulsory education for all children up to the age of 14 would fall through if English was made compulsory in the middle classes.

This question, however, has been placed for reconsideration on the agenda for the next meeting of the Punjab Advisory Board of Education.

RAJASTHAN—English is taught from Class VI onwards.

G. Promotion of Physical Education :

MADRAS—Adequate facilities have been provided for the training of Instructors in Physical education required for Secondary schools and Colleges. At present there are three colleges of Physical education in the State managed by private bodies, two of which were opened during 1956-57. Greater attention is being paid to the promotion of Physical education, games, sports and other extra-curricular activities.

ORISSA—Arrangements have been made to give training to qualified candidates in Physical education for appointment as Physical

Education Instructors in High schools. Further steps have been taken for starting a College of Physical Education at Cuttack to provide training facilities to more candidates.

PUNJAB—The recommendations of the Conference have been accepted. A separate Sports Department has been set up in the State.

RAJASTHAN—The State Government have established (a) State Sports Council, and (b) Physical Education College at Bikaner.

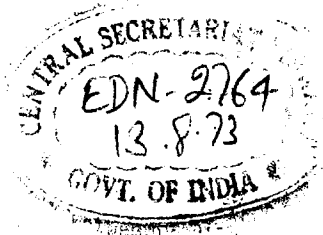
K. Control of Social Education :

MADRAS—The problems involved in integrating the Social education activities of the Community Development Organisation with organisations under the control of Director of Public Instruction continued to be under the consideration of the Government.

ORISSA—To work out the schemes relating to Social education in a coordinated manner with the cooperation of the Community Project Department, a Scheme of Appointment of District Social Education Organisers has been launched under the Second Five-Year Plan. District Social Education Organisers had been appointed which are under the direct control of the Director of Public Instruction.

PUNJAB—It has not been possible so far to have a unified administrative control of Social education working in the State, but the Social Education Branch of the Education Department working under the Assistant Director of Social Education has been trying to work in cooperation with Community Projects Department engaged in similar work. Ways and means are being worked out to have a more unified control of Social education whether attempted through the Education Department or the Community Projects Administration.

RAJASTHAN—A Deputy Director of Social Education has been put in charge of Social education in the State. Unified control has thus been achieved between the Education Department and the Development Department.



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